National Library of Canada
Canadian Theses Service
Ottawa, Canada
K1A 0N4

Bibliothèque nationale du Canada
Service des thèses canadiennes

NOTICE

The quality of this microform is heavily dependent upon the quality of the original thesis submitted for microfilming. Every effort has been made to ensure the highest quality of reproduction possible.

If pages are missing, contact the university which granted the degree.

Some pages may have indistinct print especially if the original pages were typed with a poor typewriter ribbon or if the university sent us an inferior photocopy.

Previously copyrighted materials (journal articles, published tests, etc.) are not filmed.

Reproduction in full or in part of this microform is governed by the Canadian Copyright Act, R.S.C. 1970, c. C-30.

AVIS

La qualité de cette microforme dépend grandement de la qualité de la thèse soumise au microfilmage. Nous avons tout fait pour assurer une qualité supérieure de reproduction.

S'il manque des pages, veuillez communiquer avec l'université qui a conféré le grade.

La qualité d'impression de certaines pages peut laisser à désirer, surtout si les pages originales ont été dactylographiées à l'aide d'un ruban usé ou si l'université nous a fait parvenir une photocopie de qualité inférieure.

Les documents qui font déjà l'objet d'un droit d'auteur (articles de revue, tests publiés, etc.) ne sont pas microfilmés.

La reproduction, même partielle, de cette microforme est soumise à la Loi canadienne sur le droit d'auteur, SRC 1970, c. C-30.

NL-339 (r. 88/04)

Canada

THE UNIVERSITY OF ALBERTA

CONTINUING EDUCATION IN NORTHERN SASKATCHEWAN: A CASE STUDY, 1973-1983

by

WILLIAM GEORGE SNETSINGER

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE

OF MASTER OF EDUCATION

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

EDMONTON, ALBERTA

FALL, 1987

Permission has been granted to the National Library of Canada to microfilm this thesis and to lend or sell copies of the film.

The author (copyright owner) has reserved other publication rights, and neither the thesis nor extensive extracts from it may be printed or otherwise reproduced without his/her written permission.

L'autorisation a été accordée à la Bibliothèque nationale du Canada de microfilmer cette thèse et de prêter ou de vendre des exemplaires du film.

L'auteur (titulaire du droit d'auteur) se réserve les autres droits de publication; ni la thèse ni de longs extraits de celle-ci ne doivent être imprimés ou autrement reproduits sans son autorisation écrite.

ISBN 0-315-40880-4

THE UNIVERSITY OF ALBERTA

RELEASE FORM

NAME OF AUTHOR William George Snetsinger

TITLE OF THESIS Continuing Education in Northern Saskatchewan: A Case Study, 1973 -1983

DEGREE FOR WHICH THESIS WAS PRESENTED Master of Education

YEAR THIS DEGREE GRANTED 1987

Permission is hereby granted to THE UNIVERSITY OF ALBERTA LIBRARY to reproduce single copies of this thesis and to lend or sell such copies for private, scholarly or scientific research purposes only.

The author reserves other publication rights, and neither the thesis nor extensive extracts from it may be printed or otherwise produced without the author's written permission.

(signed) W.S. Snetsinger

PERMANENT ADDRESS

53, 1101 Cameron Avenue
Kelowna, British Columbia
V1Y 8V9

Dated April 23, 1987

THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the faculty of Graduate Studies and Research for acceptance, a thesis entitled "Continuing Education in Northern Saskatchewan: A Case Study, 1973 - 1983," submitted by William George Snetsinger in partial fulfilment of the requirements for the degree of Master of Education.

. . . . . .
Supervisor

. . . . . .

. . . . . .

. . . . . .
External Examiner

Date . . April 23, 1987 . . . . .

DEDICATION

To my parents, Harry and Irene Snetsinger,

without whom . . .

ABSTRACT

The purpose of this study was to examine factors which influenced the development of continuing education in northern Saskatchewan. A case study approach was used. A "nominational" method was used to identify key actors who had been directly involved in continuing education in northern Saskatchewan. These important actors were then interviewed using a semi-structured interviewing technique which allowed the questioning of respondents by means of general questions, which was followed by discreet probing to obtain specific data.

The study found that educational organizations can be both an agent of changes and a mirror of changes that have taken place in the organization's environment. It also found that the main influence on the organization for continuing education was political, often in an economic context, via the the Provincial Government. It was found that secondary influences -- such as feedback from the target population, situational relevance, or conditions at a particular time -- did influence this northern organization to some extent with regard to policies, objectives, programs, and structure. Finally, it was found that the organization for continuing education in northern Saskatchewan responded well to its environment in the context of the political directive; however, this organization failed to respond to or interact successfully

with the target population in terms of cultural context and traditional lifestyle. The economic situation in the north with regard to the target population has changed little in spite of a decade of programming.

The study concludes by noting a number of implications for practitioners and researchers in educational administration and suggesting some possible areas for future research.

ACKNOWLEDGEMENTS

First of all, I would like to thank the members of my committee for their assistance. Dr. Small has been everything one could hope for in a supervisor, especially with regard to his understanding, helpfulness and patience. Dr. Bergen's advice and knowledge were highly valued and made a significant contribution to the thesis. It was greatly appreciated that Dr. Hodysh, from the Department of Educational Foundations, acted as external examiner despite heavy demands on his time.

I am indebted to the people who consented to be interviewed so that I could collect data for the thesis. I would also like to acknowledge the assistance given to me by people from the Department of Northern Saskatchewan, Northern Continuing Education, Advanced Education and Manpower, and the northern community colleges.

This thesis had its origins in discussions with Dr. Hayden Roberts. Dr. Roberts suggested that I use my Survey of Continuing Education in Northern Saskatchewan (1982) as a basis for a thesis. The chronological model used in the thesis was suggested by Dr. Robert S. Patterson, Dean of Education, during a discussion on historical research in February, 1983. I am happy to acknowledge their contribution.

TABLE OF CONTENTS

Chapter		Page
1	INTRODUCTION	1
	BACKGROUND OF THE STUDY	2
	SIGNIFICANCE	3
	STATEMENT OF THE PROBLEM	5
	METHODOLOGY OF THE STUDY	5
	ASSUMPTIONS	6
	DELIMITATIONS	7
	LIMITATIONS	7
	AN OUTLINE OF REMAINING CHAPTERS	8
2	REVIEW OF RELATED LITERATURE	10
	EDUCATION IN UNDERDEVELOPED AREAS OF THE WORLD	10
	EDUCATIONAL ORGANIZATIONS AS AGENTS OF CHANGE	12
	EDUCATIONAL ORGANIZATIONS AS MIRRORS OF CHANGE	14
	SUMMARY	20
3	METHODOLOGY OF THE STUDY	22
	THE CASE STUDY APPROACH	22
	CHRONOLOGICAL MODEL OF AN ORGANIZATION	24
	ARCHIVES AND DOCUMENTS	29
	THE NOMINATIONAL APPROACH	32
	INTERVIEWING	33
	Purpose	35

Chapter		Page
	Interview Methods	35
	SOME REFLECTIONS ON METHODOLOGY	37
	The Approach Taken	37
	The Uses of Interviews and Documents	40
	Sorting and Arranging Data	41
	Problems	41
	SUMMARY	42
4	THE CONTEXT OF CONTINUING EDUCATION IN NORTHERN SASKATCHEWAN	44
	AN HISTORICAL PERSPECTIVE ON NORTHERN SASKATCHEWAN	45
	The Early Fur Trade (1670 - 1821)	46
	The Period of monopoly (1821 - 1869)	48
	The Period of Consolidation (1869 - 1945).	52
	Provincial Government Involvement (1945 - 1972)	56
	ADULT EDUCATION IN NORTHERN SASKATCHEWAN TO 1973	65
	SUMMARY AND CONCLUSION	80
5	ESTABLISHMENT OF AN ORGANIZATION FOR CONTINUING EDUCATION IN NORTHERN SASKATCHEWAN	84
	ESTABLISHMENT OF THE DEPARTMENT OF NORTHERN SASKATCHEWAN	84
	ESTABLISHMENT OF THE COLLEGES BRANCH	93
	Historical Development of the Colleges Branch, 1973 - 1974	93

Chapter Page

Purpose 95

Priorities 95

Objectives 95

Organization 97

Programs 102

Program delivery 108

Placement Service 110

Program Funding 110

Adult Education Committees 111

Community Colleges 113

Target Population 116

SUMMARY 117

6 REDEFINITION OF AN ORGANIZATION FOR CONTINUING EDUCATION IN NORTHERN SASKATCHEWAN 120

FIRST REDEFINITION - COLLEGES BRANCH 1975 - 1976 120

Status 122

Timeframe 124

Relationship between the Colleges Branch and Community Colleges 124

Colleges Branch Reorganization 130

Factors Influencing these Changes 133

CONTINUING EDUCATION IN NORTHERN SASKATCHEWAN, 1975 - 1979 134

Community College Development 135

Chapter		Page
	Programs	146
	SECOND REDEFINITION - NORTHERN CONTINUING EDUCATION, 1978 - 1979	160
	Factors Influencing these Changes	174
	SUMMARY	174
7	INSTITUTIONALIZATION AND/OR DEMISE	178
	DEPARTMENT OF NORTHERN SASKATCHEWAN'S DEVELOPMENT PLAN	179
	Planning for Devolution/Decantation	180
	Planning for the 1982 Election	184
	THE 1982 ELECTION - CHANGE IN GOVERNMENT	187
	Post-Election Plans	188
	THIRD REDEFINITION? INSTITUTIONALIZATION? OR DEMISE	196
	CONCLUSION	203
8	ANALYSIS OF THE DATA	205
	THE CONCEPTUAL FRAMEWORK	205
	EDUCATIONAL ORGANIZATIONS AS AGENTS OF CHANGE	207
	EDUCATIONAL ORGANIZATIONS AS MIRRORS OF CHANGE	212
	SUMMARY	219
9	SUMMARY, CONCLUSIONS AND RECOMMENDATIONS	222
	SUMMARY	222
	CONCLUSIONS	225
	Political Factors and Continuing Education	226

Chapter Page

Economic Factors and Continuing Education 228

Social Factors and Continuing Education 231

Cultural Factors and Continuing Education 234

Effectiveness of the Educational Organization in its environment 235

AN ASSESSMENT OF THE CONCEPTUAL FRAMEWORK 239

IMPLICATIONS FOR PRACTITIONERS 241

SUGGESTIONS FOR FUTURE RESEARCH 242

BIBLIOGRAPHY 244

APPENDIX A. LIST OF RESPONDENTS 259

APPENDIX B. INTERVIEW GUIDE 262

APPENDIX C. AN INTRODUCTION TO THE LANGUAGE OF ADULT EDUCATORS 269

APPENDIX D. THE ROLE OF THE COMMUNITY COLLEGE DEVELOPMENT COMMITTEE AND COMMUNITY COLLEGE DEVELOPERS 272

LIST OF TABLES

Table		Page
1	Continuing Education Courses in Northern Saskatchewan, 1968-73	74
2	Skill Training Courses in Northern Saskatchewan, 1968-73	76
3	Summary of Continuing Education Courses, School Years: July 1/73 - June 30/75	103
4	Summary of Continuing Education Enrollment, School Years: July 1/73 - June 30/75	104
5	Summary of Basic Education Courses, 1975-79	150
6	Northern Careers Plan, 1974-79	153
7	Apprenticeship Programs in Northern Saskatchewan, 1975-79	156
8	Summary of Skill Training Courses, 1975-79	158
9	Levels of Expenditure, Colleges - Northern Continuing Education . . .	159

LIST OF FIGURES

Figure		Page
1	Influences on an Educational Organization . .	28
2	Interactions Between an Educational Organization and its Environment	30
3	English River District with Fur Trade Establishments Prior to 1821	50
4	Northern Administration District Established in 1948	58
5	Chipewayan and Cree Speaking Areas of Northern Administration District	79
6	Transfer of Departmental Responsibilities for Northern Saskatchewan to DNS	90
7	Colleges Branch Organization Chart, 1973-74	98
8	Colleges Branch Administration Districts . . .	100
9	How a Program Gets to a Community	112
10	Northern Continuing Education Functional Organization Chart, 1976-77	131
11	Northern Continuing Education Organization Chart, 1978	152
12	Department of Advanced Education and Manpower, Northern Branch Organization Chart, June, 1983	201
13	Northern Advanced Education and Manpower Organization Chart, January 1, 1984	202

Chapter 1

INTRODUCTION

We live in a world made up of organizations. These organizations take many forms and serve many purposes. In our Western world they are, for example, the "place of employment, the source of education and inspiration, and a major focus of recreation for the individual...." (Hall, 1972:preface).

With reference to educational organizations, educational researchers have been interested in specific educational institutions and/or educational movements (Mark Beach in Borg and Gall, 1981). Examples of this have been "Mount Royal College: A Case Study" (Johnson, 1977) and "Department of Advanced Education: A Case Study" (West, 1982).

This thesis is an examination of one example of how the environment affects an educational organization with regard to its establishment and development, using a framework drawn from the literature on the major influences affecting an educational organization. The aim of the study was to identify the factors which influenced the development of continuing education in northern Saskatchewan. The Department of Northern Saskatchewan was created on May 1,

1972, following the New Democratic Party's election in June, 1971. Pursuant to Order-in-Council 1415/72 dated October 3, 1972, all the powers and duties of the Minister of Education and Continuing Education were transferred to the Minister of Northern Saskatchewan thereby granting authority to establish the Colleges Branch of the Department of Northern Saskatchewan.

BACKGROUND OF THE STUDY

After the Second World War, under the leadership of the United Nations, the emphasis was on the underdeveloped countries of the world. However, many Western industrialized countries were also made aware of underdeveloped areas within their own borders. Melville (1961:18) pointed out that, in the past, Canadian delegates have had some uncomfortable moments when Russian delegates and others approached them with the simple question, "What are you doing for your Indians and Metis and Eskimos in the north?"

The part of Canada being referred to as neglected and underdeveloped included the northern parts of the provinces. The dilemma was that Canada, as a charter member of the United Nations, was committed to helping underprivileged people in the world, yet Canada had an underprivileged group of people right within its own boundaries. "The eyes of Canada were turning northward as they had never done before"

(MacDonald, 1958:13). Saskatchewan, like other provinces in Canada, was becoming aware of its vast undeveloped northern area. This neglected and forgotten northern area accounted for approximately 45 percent of the land area of the Province of Saskatchewan. In other words, within Saskatchewan "there is a geographical identifiable area that in many ways is a third world country within the first world, suffering from several symptoms of the process of underdevelopment" (Thompson and Burns, 1975:1).

The Department of Northern Saskatchewan was created in 1972 to address the problem of economic and social inequities in northern Saskatchewan. The Colleges Branch was established in 1973 as one of the six operational branches providing an integrated department delivery system for northern Saskatchewan. "The Colleges Branch was created to assume the responsibility for adult education in the north" (Department of Northern Saskatchewan, Annual Report, 1973 - 74:3). This study examined the development of continuing education in northern Saskatchewan, focussing on the period 1973 - 1983, although the historical background to the period under study was also examined.

SIGNIFICANCE

Education has borrowed from the business world many ideas regarding the concept of organizations, including the structure of organizations. Also, in developmental

literature, much has been written about organizations as agents of change, i.e., how organizations affect the environment. However, perhaps we could understand organizations better if we also investigated how organizations are mirrors of change, i.e., how the environment affects the organization. Hall (1972:347) sums this up very well when he states:

> It should be obvious that there is a lot yet to be known about organizations. In terms of research and practice, the needs are documented ....There is much better evidence regarding structural characteristics than about other topics, and although more research is needed here, it is clear that the internal processes and external relations are the areas most in need of understanding. The move from comparative data to case studies is indicative of the state of the art at present....The concern with the natural environment should furnish analysts a good opportunity to study organizational-environmental transactions.

The purpose of the study was to analyze an educational organization in terms of its environment, i.e., what factors in the organization's environment influenced its development? An educational administrator in an educational organization is obviously concerned with questions of organization, change, and decision making; therefore, the study should offer a useful perspective on how environmental factors may influence the development and direction of an educational organization. The study should be of interest to scholars interested in understanding organizations and should certainly be relevant to administrators either working in or concerned with the planning and operation of

an educational organization.

STATEMENT OF THE PROBLEM

This study emerged from an interest in the reasons why an educational organization develops in a specific way as a result of influences in its environment.

The problem investigated was: What factors influenced the development of continuing education in northern Saskatchewan?

Subproblems investigated included:

1. How did political factors influence the development of continuing education in northern Saskatchewan?
2. How did social factors influence the development of continuing education in northern Saskatchewan?
3. How did economic factors influence the development of continuing education in northern Saskatchewan?
4. How did cultural factors influence the development of continuing education in northern Saskatchewan?
5. How successfully has the Colleges Branch responded to its environment?

METHODOLOGY OF THE STUDY

A case study approach was used to answer the above questions. The research methods used were of two types:

(a) document search
(b) interviews

A nominational method was used to identify important actors relevant to the purpose of the study. People who were obviously formally involved with continuing education in northern Saskatchewan were asked to nominate other key actors and/or people who could provide information with regard to a specific unanswered question. An expanded list of important actors involved in continuing education in northern Saskatchewan was obtained by means of this process. These people were then interviewed using a two stage process whereby the respondent was guided first by some general questions and later by specific probing questions. Data from interviews were supplemented with data from documents thereby cross-referencing information and also providing a basis for follow-up clarification. Documents examined included legislative records, government publications, and university and provincial archives.

ASSUMPTIONS

In developing the model of an organization as a guide for the research, it was assumed that organizations go through a life cycle of establishment, refinement, maturity, etc., and that organizations have a purpose. It was also assumed that the environment (political, social, economic, and cultural) can influence changes in policies and the development of an organization. Finally, it was assumed that the methodology and model provides an appropriate

framework for the analysis of the problem.

DELIMITATIONS

The study examined only one educational organization in northern Saskatchewan in the years 1973 to 1983, therefore, the findings cannot be generalized to other educational organizations or to other time periods. The immediate focus was on factors leading up to the establishment of continuing education in northern Saskatchewan, and on those influencing its development, redefinition, institutionalization, and/or demise. Finally, this study treated the Colleges Branch (Northern Continuing Education, 1976, and Northern Branch, Advanced Education and Manpower, 1983) as an organization in the broad institutional sense, rather than the individuals of which it is composed, as the subject of discussion.

LIMITATIONS

The environmental factors influencing the establishment and development of an educational organization are so complex and varied that complete understanding is not possible even for the most expert researcher. Some aspects of data collection presented difficulties: some political individuals, government officials, and other key persons were not able or willing to give full cooperation. Another limitation is that much of the data for the study was drawn from the memories of key individuals and therefore subject

to errors of recall.

AN OUTLINE OF REMAINING CHAPTERS

The chapter immediately following reviews the literature on the major influences in the environment which affect an education organization and provides a conceptual framework for the thesis.

In chapter 3 the methodology of the thesis is examined. The case study approach is described, the chronological model of an organization to be used as a guide for the study is presented, and the study of documents and the purposes the document search would serve in the study are considered. In addition, the nomination approach is outlined and the interview method is discussed.

In chapter 4, the historical background leading up to the period of the study is presented and emphasis is given to the needs which existed for the establishment of an organization for continuing education in northern Saskatchewan.

In chapter 5, a short review of the establishment of the Department of Northern Saskatchewan in 1972 is followed by an examination of the establishment in 1973 of the Colleges Branch which was responsible for continuing education in northern Saskatchewan.

In chapter 6, the periods of redefinition of the Colleges Branch and of Northern Continuing Education which

resulted in a new purpose or direction is discussed with emphasis on the period from 1975 - 1982.

In chapter 7, the period of institutionalization and/or demise of Northern Continuing Education is discussed with emphasis on the period from 1982 - 1983.

In chapter 8, data are analyzed in terms of the conceptual framework selected for the study. In chapter 9, conclusions are drawn from the analysis contained in chapter 8, and implications of the study are drawn.

Chapter 2

REVIEW OF THE RELATED LITERATURE

This chapter presents an overview of the literature reviewed for the study. Some preliminary remarks are made about underdeveloped areas in the world, with emphasis on the use of adult education as an agent of economic and social change. Educational organizations as agents of change are discussed and the major influences via governments in educational organizations are examined. Educational organizations as mirrors of changes or influences in society are also discussed. Finally, a concluding note outlining the problem to be studied in this thesis is presented.

EDUCATION IN UNDERDEVELOPED AREAS OF THE WORLD

After World War II, many third world countries became independent. These countries were relatively underdeveloped compared to the industrialized countries of the world and, therefore, these new governments were faced with the task of developing their countries not only politically, but also socially and economically. These new governments used education (especially adult education) for developmental purposes. The developmental literature emphasized the fact that educational organizations are agents of economic and

social change. Also, UNESCO has been a major advocate of the use of adult education as an agent of economic and social change in the developmental or progress aspect. UNESCO promoted fundamental education in the fifties, functional literacy in the sixties, and lifelong education (or continuing education) in the seventies.

> Adult education can make an effective contribution by responding directly to the practical needs of economic, social and cultural development, since it is aimed primarily at the economically active sector of the population (UNESCO, 1977:156).

However, even developed Western countries have backward areas such as northern Canada. Taking this one step further, some provinces in Canada have backward or undeveloped areas. These undeveloped areas in the rural or northern parts of the provinces could be thought of in the same manner as third world countries. Therefore, it would be plausible that educational organizations could be used as agents of economic and social change in these undeveloped areas in the provinces of Canada. West (1982:20) agrees with this when he states that "nation-building or province-building can become a priority of government, with the result that post-secondary education becomes submerged in developmental policies." Giles (1970:8) reinforces this, when speaking about community colleges by saying that higher education is required to "be a primary change-force to bring about needed social changes." Even Axford (1980:2) defines adult education as "the process of bringing about

intelligent change in mature individuals, and in our community or society, through programs and agencies for continuing education."

EDUCATIONAL ORGANIZATIONS AS AGENTS OF CHANGE

However, for educational organizations to be agents of change there must be some major guiding force or influence to give these educational organizations direction or impetus. Probably the dominant influence on educational organizations in the provinces (as is the case in third world countries) is political. Adams and Bjork (1969:43) support this when they state: "Although a few nations have progressed in spite of cultural schisms, or diversity in language or religion, a certain amount of political unity is necessary to support development." On the Canadian scene, West (1982:17) emphasized that "the trend is towards governments having greater control of post-secondary education" especially since 1971.

Fletcher (1966:309) expands on the political aspect when he tells us that "governments would always need to plan side by side development of their economic life and their systems of education." Gooderham (1968:16) adds a third influence when he tells us that "the development of any educational system is necessarily intertwined with matters of political strategy and questions of social and economic policy." These three influences on educational systems

listed by Gooderham are supported by the OECD report, Priorities for Higher Education (1974:67), which states that

> with respect to both ultimate power and effective decisions, elite institutions [such as educational organizations] are dominated by relatively small elite groups: leaders in significant institutions, political, economic and academic.

Olive Banks (1972:111) puts it even more concretely when she tells us that the amount of money invested in education "will not depend only upon economic considerations, but upon various social and political pressures, and the spread of populist ideologies."

Critterden (1973:139) agrees that there are political, social, and economic influences on educational organizations. However, Critterden introduces a fourth influence, culture, when he says that education should foster "integration" and "develop and preserve a sense of national identity." Olive Banks (1972:109) also talks about the cultural aspect when she says:

> The educational system is expected to play a part in the preservation of the cultural heritage .... Consequently schools are expected to teach the dominant value of the society....Education may also be required to smooth a path of innovation by breaking down traditional attitudes, and so lessening the resistance to change.

With reference to the problem of this study, the literature has so far pointed out that adult education can be used as an agent of change in the developmental programs of governments. Also, in the provinces, the major influences

(political, economic, social, and cultural) on an educational organization come from the provincial government (or from other agencies indirectly, but still through the provincial government).

EDUCATIONAL ORGANIZATIONS AS MIRRORS OF CHANGE

Martin and Macdonnell (1978:270) tell us that education is not only an agent of change, but that education is also a mirror of changes which have taken place in society. Martin and Macdonnell say that as an agent of social change, education reacts to the environment "with the intent of generally influencing the whole social milieu" and that as a mirror of its social environment, education "is besieged by diversities, changes, and conflicting orientations which have their roots in the economic, social, cultural, and political spheres."

Hall (1972:346) explains this more clearly when he tells us that

> organizations must be viewed as open systems, with their activities organized around the operative goals that have developed during the course of the organization's life. This open system involves input from the environment....

The organization then engages in activities which can result in outputs which affect certain segments of the environment.

Hall says that an output from the organization "in turn affects and is reacted to by the environment. The

environmental reactions become in turn further inputs for the ongoing [educational] system."

In other words, educational organizations are not only influenced by major governmental factors, but also by feedback from that part of society that it intends to influence. This may be in the form of pressure or interest groups. The OECD report (1974:67) says that although higher education continues to be influenced by elite groups, it is increasingly shaped and influenced by "parts of the general public who have special interests and qualifications" and "Higher education policies become increasingly subject to the ordinary political process of interest groups."

Interest or pressure groups arise "when individuals with a common interest or concern decide that by bonding together and consolidating their strength they can exercise more influence over public policy" (Dye, Green and Parthemos, 1980:211). Ippolito and Walker (1980:271) endorse this view when they tell us that an interest group "makes demands on political institutions in order to realize goals which they are unable to achieve on their own." Pross (1975:2) defines pressure groups in Canada as "organizations whose members act together to influence public policy in order to promote their common interest."

Not all organizations or groups are pressure groups. Ippolito and Walker (1980:270), Zeigler (1964:30) and Pross (1975:2) all agree that it is essential that organized

groups make demands on the nation's political institutions or attempt to influence government decisions in order to be considered an interest or pressure group.

Pressure groups use "various techniques of persuasion" to try to influence the government to pursue the policies they advocate such as "the force of public opinion, the threat of economic sanctions, the logic of well prepared arguments which exert political pressure on governments" (Pross, 1975:2).

Cummings and Wise (1977:201) tell us that "although interest groups vary tremendously in size, goals, budget, and scope of interest, they often employ the same techniques to accomplish their objectives," such as:

(a) Mass propaganda - the attempt to influence governments through mass publicity campaigns.

(b) Lobbying - the direct attempt to influence legislation through contact with the legislators.

(c) Grass-roots pressure - for example, getting great numbers of legislators' constituents to write or wire them.

(d) Others - for example, interest groups may use court litigation to influence government, or they may practice peaceful protest. And, at times, some militant groups have turned to violence.

Rivers (1974:48) comments on these techniques for articulating the demands of the pressure group by telling us that only a portion of an interest or pressure group's communication activities are devoted directly to government, such as "working on M.P.'s and ministers directly, or

through the civil service...."

Pressure groups ~~try to~~ arouse public opinion in their favor by utilizing the media: television, radio, and the press: "To reach the public directly, groups will organize meetings, indoors or out-of-doors, arrange 'happenings', marches, demonstrations, sit-ins and sit-downs...."

Pross (1975:5) points out that the behavior patterns or methods that a pressure group uses are "functions of the political system in which they are located." The Canadian scene is no exception. Pross (1975:18) expands on this by telling us that the Canadian policy structure or system is characterized by a lack of openness: that is, the policy system has a

> limited capacity...to absorb and act upon demands generated in the public. The root of the problem may lie in the fact that the policy process appears to operate principally through two relatively closed structures, the party system and the bureaucracy, both of which achieve an apex in the cabinet. A similar, though not identical, process operates in the provinces....

Pross (1975:18) considers these structures as closed because "both are hierarchically organized systems which maintain a considerable degree of discipline" and "the Canadian political system is based only to a limited extent on a pluralistic, competitive approach to decision making." The consequences of this, according to Pross (1975:18), are that

> (a) Rivalries between legislators cannot be readily exploited.

(b) A premium is placed on access, and access need not be a function of publicity.
(c) The system presents great impediments to those who want to raise new issues and who lack either the knowledge or the power to command access.
(d) The Canadian Policy system, then tends to favor elite groups, making functional accommodative consensus-seeking techniques of political communication, rather than conflict-orientated techniques that are directed towards achievement of objectives through arousing public opinions.

In summary, according to Pross (1975), "the focal point for pressure group activity in Canada is the civil service which in turn tends to dominate the ensuing relationship" (p.2), and the members of "the cabinet" (p. 21). "The cabinet is the final decision-making authority in the political system and the pressure groups, whether issue-orientated or institutional, behave accordingly, attempting either to secure access or to embarrass ministers into compliance" (p. 20). The Canadian policy system plays a role of "promoting pressure group activity that is consultative rather than conflict-orientated, and supportative of public bureaucracies rather than openly critical" (p. 23). "Institutional groups more than issue-orientated groups flourish in this system" (p.23).

The general theme of government-pressure group relations in Canada may be that of consultation and the search for accommodation and consensus; however, Pross (1975:23) suggests that there is evidence that it is advantageous on occasion for

> pressure groups to defy the accepted norms of pressure group-agency relations and to encourage public review of issues....Public may succeed where behind-the-scenes efforts have failed. Problems in obtaining access or a failure to influence decision makers are the chief factors encouraging pressure groups to find alternative access points to the decision system and to go public.

However, in addition to heeding the major influences from the government and the influences from the pressure and interest groups, the educational organization must also be influenced by the relevance of the situation and/or conditions at any particular time. These are also inputs which can influence an educational organization if it is to be successful. Hansen and Brembeck (1966:501) point this out by telling us that, to be successful, education for change "must be built on a situation of social and situational relevance." Hanson and Brembeck (1966:330) cite the West Cameroon Education Plan which states that "no policy for education can be relevant unless it takes into account all the economic, social, political, and spiritual factors of our time and circumstances." Giles (1970:8) has the view that higher education must "be responsive to the needs of society" and "be responsive to individuals, groups, and society at large."

This may sound logical; however, any action is doomed to failure if it does not take into account the culture of that segment of society that the educational organization is trying to influence. Hanson and Brembeck (1966:225) say that

> education which does not take into account the cultural realities will either stand helpless or do positive harm....It must in a sense, make them bicultural, rather than decultured....Learning takes place best when it is vitally connected with the culture.

Hanson and Brembeck refer to educational organizations as the mediators of the culture, the intersection point between the traditional and the modern. Gooderham (1986:16) agrees with this fully when he states that the need is "to design an educational system which will train the individual to live in either of two societies - the dominant society, as well as the cultural environment of the ethnic minority."

SUMMARY

In this chapter the literature has pointed out that adult education (called continuing education in the seventies) can be used by governments as an agent of change in the developmental aspect. The emphasis changed from urban development to rural development in the seventies. The main influences on an educational organization come from the provincial governments and from other agencies directly or via the provincial government. The major influences on an educational organization via the provincial government are multidimensional (political, economic, social, and cultural). However, the educational organization in order to achieve its purpose must also take into account the situational relevance and social conditions, pressure or interest groups, and the economic and cultural realities of

that segment of society that the educational organization wishes to influence. These secondary inputs from this society influence the educational organization's policies, programs, and development in that they must be taken into account if the organization is to succeed.

With regard to the problem of this study, the research methodology will have to take into consideration the following:

(a) Educational organizations are agents of change in the development of the environment in which they operate.

(b) Educational organizations are mirrors of change in that they are influenced by political, economic, social, and cultural factors in the environment in which they operate.

Chapter 3

METHODOLOGY OF THE STUDY

This chapter examines the methodology of the study. The case study method is described and defended as the method chosen for this study. The chronological model of an organization used as a guide for the study is then presented and the purpose written materials serve in the study is discussed. Finally, the method of interviewing used in the study is considered.

THE CASE STUDY APPROACH

A case study approach was used to study the problem "What factors influenced the development of continuing education in northern Saskatchewan?"

In order to collect evidence about the various possible factors that influenced the establishment and development of continuing education in northern Saskatchewan, in the 1973 - 1983 period, it was necessary to take a longitudinal approach. This suggested the use of a case study approach. Best (1981:108) supports this suggestion very well when he states:

> The case study is a way of organizing social data for the purpose of viewing social reality. It examines a social unit as a whole. The unit may be a...social institution....The purpose is to understand the life cycle or an important part of the life cycle of the unit. The case study probes deeply and analyzes

> interaction between the factors that explain present status or that influence change or growth. It is a longitudinal approach showing development over a period of time.

A case study approach seemed to be the most suitable approach because of the nature of the data collected. The problem lent itself to a descriptive-analytical research approach rather than to a comparative or experimental approach. Harp and Richer (1969:682) support this view when they state that "the interest in education as an institution within... society resulted in many descriptive and some analytical studies."

A case study approach was chosen for the above reasons and because "the basic approach of the case study is to deal with all pertinent aspects of one thing or situation, with the unit for study an individual, a social institution or agency," and, more importantly, because "the case is some phase of the life history of the unit of attention, or it may represent the entire life process" (Good, 1972:328).

For the purposes of this case study the pertinent facts pertain to the political, economic, social, and cultural factors that influenced the establishment, development, and refinement of the Colleges Branch (1973 - 1975), Northern Continuing Education (1975 - 1982), and the Northern Branch of the Dept. of Advanced Education and Manpower (1982 - 1983) in northern Saskatchewan.

After the case study approach was selected to study the

problem in the thesis, the decision was then made that the data gathering method to be used would be a combination of documents and interviews.

CHRONOLOGICAL MODEL OF AN ORGANIZATION

Researchers do not always use just pure abstraction when doing research or when confronted with the problem of understanding complex data or phenomena. They have often embraced a diagram or model to help guide their research, and to help provide insights into the understanding of an organization. Deblois (1976:23) supports this when he tells us that

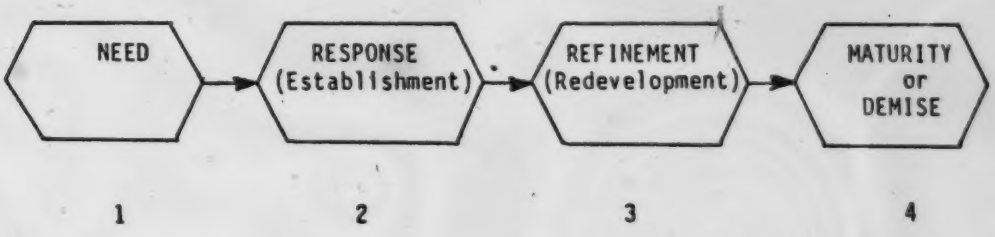
> when men are trying to understand a complex process or system, they elaborate models. Without models, implicit or explicit, there is no real understanding according to Deutsch (1951:185). In the same vein, Meadow argues that every person approaches his problems with the help of models (1972). The use of models in the field of organization and administrative theories is well documented.

In view of the above, a decision was made to use a model as a guide for the research methods in this study. Once this decision was made, the type of model had to be chosen which would be most appropriate to the problem of the study. The study of an educational organization in northern Saskatchewan from 1973 to 1983 implied that there were aspects of history, development, and purpose.

With regard to history and development, Buckley (1964:14) tells us that the organismic model from the

biological sciences has been used to show the different states of human organizations, such as birth, maturity, and decay. It was therefore decided to use an organismic model (rather than a mechanistic model) which "follows a life cycle, an evolutionary process of birth, maturity....It therefore has a history and to a certain extent it behaves as if it has a purpose" (Deblois, 1976:26).

The following chronological model of an organization was formulated as a guide for the research methods to be used.



There are four stages in the life cycle of an organization in this model.

Stage 1

There is a need for the establishment of an organization. This stage brings out many questions, such as: Why was the Colleges Branch established? What need existed for the establishment of continuing education in northern Saskatchewan? Who determined that there was a need? etc.

Stage 2

There is a response to this need, in that the organization is established. This stage brings out many questions, such as: How was the Colleges Branch established? Why was the Colleges Branch established at La Ronge? What type of structure was adopted? What was the mandate of the Colleges Branch? What methods were adopted? What programs were emphasized?

Stage 3

There is after the establishment a refinement or redefinition of the purpose of the organization, which may result in a new direction or redevelopment. This stage brings out many questions, such as: Why was the Colleges Branch changed to Northern Continuing Education in 1976? How has Northern Continuing Education changed since its establishment as the Colleges Branch in 1973 with regard to structure, goals, methods, programs, etc.? What changes in emphasis have taken place? Under what influences?

Stage 4

The organization after serving a purpose may be stabilized, go into a decline or demise, or develop a new purpose. This stage raises such questions as: Why was the Department of Northern Saskatchewan phased out? What were the future plans for Northern Continuing Education in northern Saskatchewan? Perceptions of effectiveness/ satisfaction?

Using the above stages as a guide, data were gathered with regard to the political, economic, social, and cultural factors that influenced the development of continuing education in northern Saskatchewan.

In the literature review, it was pointed out that adult education can be used as an agent of change in the developmental programs of governments. It was also pointed out that in the provinces, the major influences (political, economic, social, and cultural) on an educational organization come from the provincial government (or from other agencies directly, but mainly still through the provincial government). This may be illustrated by Figure 1.

The review of the literature indicated that not only is an educational organization an agent of change, but it is also a mirror of changes which have taken place in society. The educational organization is influenced by feedback from that part of society in the environment which it intends to influence. Deblois (1976:71) addresses this point very well when he states:

> The development of the organismic model opened the way to considering the influence of the environment on organizations....Using a biological analogy, it was argued that the operations of an organization are likened to the life of organisms operating within an environment. Just as the physical environment within which an organism operates places requirements upon that organism, so the environmental context within which the organization operates places similar demands upon it.

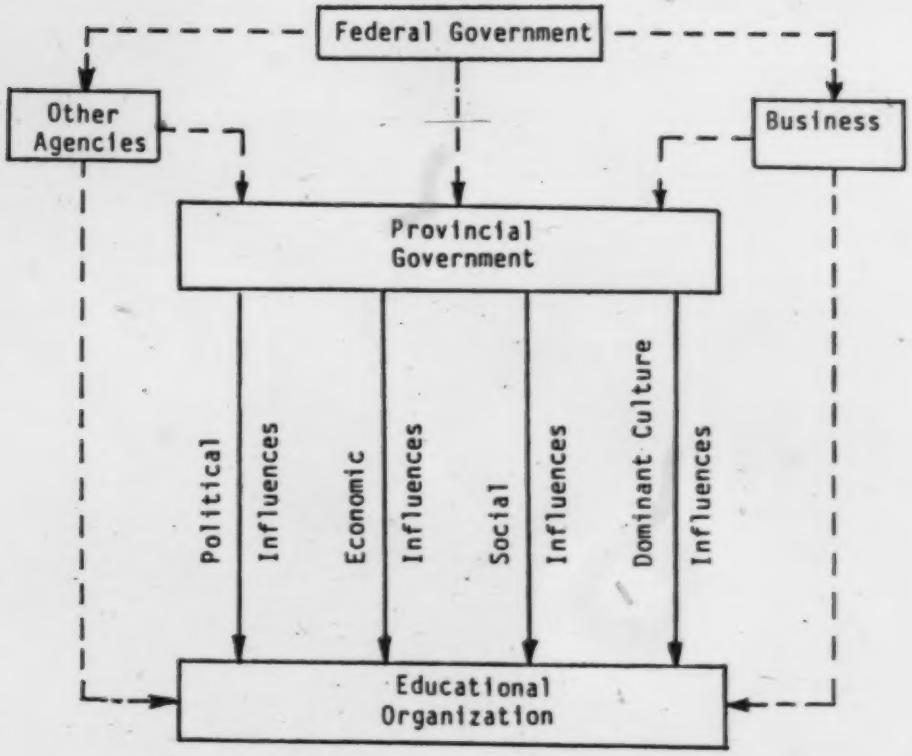


Figure 1. Influences on an Educational Organization

The literature review also mentioned that the secondary inputs from the environment such as the political process of pressure and interest groups, the economic and social conditions, and cultural considerations, must be taken into account if the organization is to succeed. Both Silverman (1970:27) and Deblois (1976:71) strongly support this view when they tell us that social structures and organizations "in much the same way as organisms, have needs of survival and adaptation to their environment." Martin (1969:49) sums this up by pointing out that the systems concept allows us to apply knowledge concerning living organisms to organizational systems in that

> living organisms are self-adaptive systems in the Darwinian sense; those organisms survive that are able to adapt successfully to their changing environment. Analogously, an organization that wants to be successful in the long run must be capable of adapting to a changing (and perhaps hostile) competitive environment.

In summation, with regard to the problem of the study, Figure 2 may help to illustrate that educational organizations may be both agents of change and mirrors of change that has taken place in the environment in which the educational organization operates.

ARCHIVES AND DOCUMENTS

Written materials have been used in this study mainly to serve a three-fold purpose:

(a) To identify data and to provide the basis for some

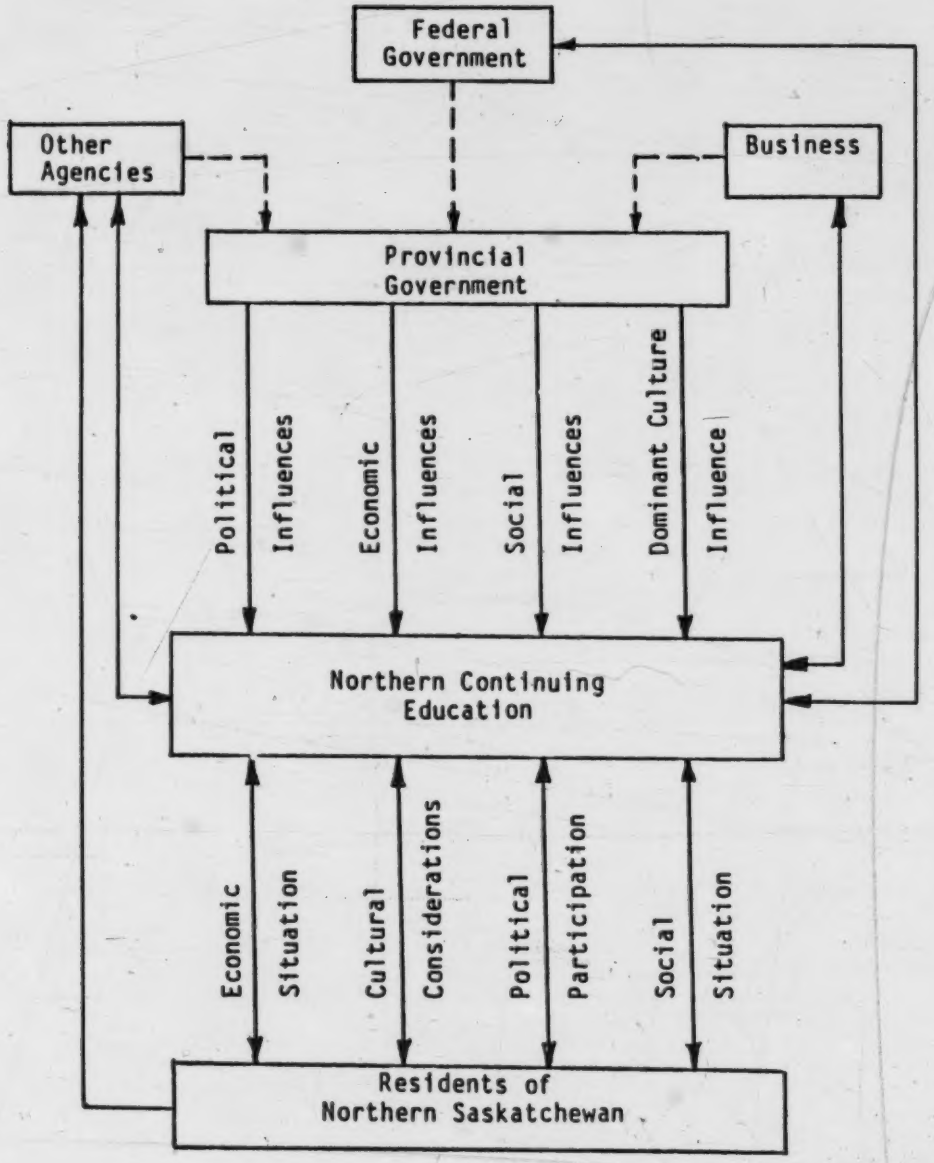


Figure 2. Interactions Between an Educational Organization and its Environment

questions in the interview.

(b) To identify key actors to be interviewed.

(c) To support and cross-check data collected from interviews.

An important point that had to be considered was that the Colleges Branch was created as part of the Economic Development sector of the Department of Northern Saskatchewan. Therefore, the Colleges Branch had to be viewed in this context when data were gathered.

A document search was conducted relevant to:

(a) The different agencies and task forces from 1950 - 1971 that proposed a new agency approach for northern Saskatchewan.

(b) Legislative records of debates, speeches, proclamations, etc., leading up to the establishment of the "Department of Northern Saskatchewan Act, 1971."

(c) Department of Northern Saskatchewan Annual Reports, Publications, Denosa, accessible files, proclamations, etc.

In addition, selected major Saskatchewan newspapers were reviewed during these pertinent time periods. The purpose of the document search was to identify key individuals (primary sources) who played a direct part:

(a) Leading up to the establishment of continuing education in northern Saskatchewan.

(b) In the establishment of the particular structure, methods, emphasis of programs, etc., of continuing education in northern Saskatchewan.

(c) In the refinement, redefinition, or redevelopment of Northern Continuing Education in northern Saskatchewan.

(d) In determining the present status or purpose of Northern Continuing Education in northern Saskatchewan.

A document search was conducted, keeping in mind that this could lead to secondary sources (individuals) who could nominate or who would possibly be able to direct the researcher to other primary sources who were not identified directly by the document search.

In summary, the document search served to:

(a) identify key individuals (primary sources) relevant to the problem at each stage of the model.

(b) identify critical time frames upon which to gather data.

(c) provide the basis for some questions to be asked during the interviews.

(d) cross-check key facts and interpretations obtained from interviewing.

(e) provide the basis for interviewing some key figures a second time for clarification.

THE NOMINATIONAL APPROACH

The purpose of this study required the identification of key actors who were directly involved with continuing education in northern Saskatchewan. West (1982:36) describes a "reputational approach" in which informants were asked to name or nominate important actors familiar with a particular area of experience such as the development of postsecondary education in Alberta during the period 1966 - 1973.

A similar approach was used by the researcher. People who were obviously formally involved with continuing education in northern Saskatchewan were asked to nominate key actors whom they considered to be most important in guiding the development of continuing education in northern Saskatchewan. An expanded list of important actors involved in continuing education in northern Saskatchewan was obtained by means of this process (see Appendix A). However, the nomination process did not end here. The important actors on this list were then interviewed and asked to nominate other key actors or sources who could provide information with regard to specific unanswered questions in the interview. In this way, the core of important actors (supplemented by a not-so-obvious number of people who were involved) were interviewed to provide data for the problem studied.

INTERVIEWING

The interview is a data-gathering process of communication or interaction used by social scientists to collect "direct descriptions of the world of experience" (Good, 1966:218). In other words, the interview is a "question and answer situation in which the interviewer asks questions supposedly pertinent to the research study" (Wiersma, 1969:203). However, perhaps Riesman and Benny (1956:229) define the face-to-face relationships of an

interview best when they state that an interview is

> a transitory relationship between two people, strangers to each other, in which one person seeks information from which he can derive no immediate personal advantage and the other gives it without suffering any disadvantage....It aims at its best, to reduce distance, avoid threats, and maintain esteem.

The types of interviews vary along a continuum from highly structured to semi-structured to unstructured. Highly structured interviews may be the most reliable, however, they are inflexible and limit the amount of information and depth which can be obtained (Galfo, 1975:37; Ary, Jacobs, Razavieh, 1979:174). The unstructured interview is more appropriate for the client-centered approaches used in clinical psychology and psychiatry rather than education (Borg and Gall, 1971:214). With regard to educational research, Borg and Gall (1971:214) state that "the semistructured approach, therefore, has the advantage of being reasonably objective while still permitting a more thorough understanding of the respondent's opinions and the reasons behind them...." Wiersma (1969:275) lends support to this when he states that "flexibility and the opportunity to probe are two desirable characteristics of the interview and should not be eliminated by overstructuring the items."

This study used a semistructured interview method with an interview guide (see Appendix B).

Purpose

Interviews were used in this study to serve the following purposes:

(a) To fill in gaps in the documentation.

(b) To clarify discrepancies in documentation.

(c) To confirm major inferences/conclusions drawn from documents.

(d) To provide data required by the conceptual model and not located in the documentation.

(e) To identify other key sources who could provide information for specific unanswered questions.

Interview Methods

The interview method used in this study was a two stage process as mentioned by Morrisey whereby the respondent would be guided by some general questions followed later by more probing questions (cited in Dexter, 1970:112). Borg (1980:312) also supports this when he states:

> Interviewers in educational research will generally include some highly structured questions in their interview guide, but they will aim primarily toward a semistructured level. At this level the interviewer first asks a series of structured questions and then probes more deeply, using open-ended questions in order to obtain more data.

The interviewer used a structured guide listing the general questions which were pertinent to the time frame or stage under consideration at that time.

There was an attempt to facilitate communication between the interviewer and the respondent by making the

respondent aware of the purpose of the interview and the purpose of each question asked. In addition, the interview guide was sent to each identified respondent before the interview. The respondent was asked to focus on sections on which he was most knowledgable. Also, later in the interview itself, the respondent was asked to nominate or identify people who were knowledgeable in other areas.

There was an attempt to limit error and bias by interviewing respondents from a broad base to obtain opposing views -- for example, members of different political parties -- by cross-checking key facts, interpretations, contradictions, etc., and, if necessary, by having a second interview with key individuals to clarify the situation; and by having interviews with respondents at the operational level first, so that the interviewer could learn, make alterations if necessary, and become more proficient in the interviewing process before interviewing politically important figures.

Each method of recording information has its advantages and disadvantages. Borg (1980:315) points out that the main disadvantage of using the tape recorder in the interview is that the "presence of the tape recorder changes the interview situation....The respondent may be reluctant to express his feelings freely if he knows his responses are being recorded." Murphy (1980:87) also supports this view by stating that "most subjects clam up in the presence of

tape recorders because people are threatened by a verbatim transcript that might be used against them."

For this reason, a tape recorder was not used. Notes were made on the interview guide during the interview and rewritten as soon as possible after the interview. Important information was confirmed at the interview or by a follow-up telephone call or interview.

Care was taken to guard confidentiality where appropriate. Unnecessary details of events were omitted in order not to cause offence to personalities still living at the time of writing. Only the researcher had access to interview records.

SOME REFLECTIONS ON METHODOLOGY

In this study a case study approach was used to examine factors influencing the development of continuing education in northern Saskatchewan. A "nominational approach" was used to identify important actors who had been involved in continuing education for the purposes of the study. These key people were then interviewed using a semi-structured interviewing technique. The following is a discussion of the methods used and their relevance for the research.

The Approach Taken

All respondents identified as having been involved in continuing education in northern Saskatchewan were contacted

by telephone. The researcher then explained the purpose of the study and requested an interview. An initial meeting was arranged whereby a covering letter and an interview guide were given to the respondents for their consideration. An interview was conducted later at a pre-arranged date. All except one respondent accepted the request for an interview. In three cases of long distance travel the interview guide was given to the respondents the same day as the interview.

Interviews were normally either conducted in the respondent's office or in private homes. One was conducted in an university anthropology laboratory, one partially took place on the streets of Winnipeg between office stops by the respondent, and another occurred during a four hour automobile trip in northern Saskatchewan. Most interviews lasted at least two hours. These different conditions were the results of busy schedules and other situations. The semi-structured approach proved to be suitable under all these conditions.

The common procedure used in the interviews was to begin by informally giving the respondents information about the interviewer, his studies in the Department of Educational Administration, and his reason for undertaking research on the topic. Next, some general questions were asked -- for instance, Which period of time was the respondent involved? -- to get the respondent interacting

and talking. The interview guide was then followed using the sections pertinent to the respondent's involvement. Each section had a general question followed by more specific questions. A rather free-spoken monologue usually tended to take place, whereby the interviewer was rapidly taking short notes by hand and only asking questions for clarification. Near the close of the interview, the interviewer reviewed the points which needed further clarification and then asked probing questions in this regard. In addition, the respondents were asked to nominate people who would be able to supply the answers to questions the respondents were not able to answer. It was found that often after the interviewer had put his notes away, the respondents continued interacting with the result that a lot of unsolicited information came forward because of the increased informality.

After leaving the interview, notes were immmediately checked and rewritten. At the end of the data gathering, some respondents were contacted by telephone to give their interpretation of key events. These were compared with other respondents' interpretations and answers, thereby arriving at multiple source answers rather than singular source answers. Upon review, chapters in the study were amended accordingly with regard to this information.

The Uses of Interviews and Documents

It was found during the data gathering that the interviews and documents were complementary. The interviews gave the researcher enthusiasm and a feeling for the time period of the study. The interviews also alerted him to unknown issues, events, conflicts, and controversies. In addition, interviews allowed him to interact with most of the personalities in the study. Documents allowed him to support and cross-check data collected from the interviews and to follow up on suggestions, thereby resolving specific areas of uncertainty. Documents, reports, and records of meetings pertinent to the study were found in the Department of Northern Saskatchewan. Various branches of government had duplicate copies of the same documents, as did the central office of the Department of Northern Saskatchewan. In many cases, key documents which were not to be found in the north surfaced in the south. Minimal restrictions were placed on the use of them and the researcher was free to skim materials. In addition, the fact that so many of the "key actors" in continuing education and in the Department of Northern Saskatchewan were still living in Saskatchewan, and that past and present employees all kept social track of each other, made it easy for the researcher to locate or contact a key person regarding specific topics or questions which had arisen as a result of the interviews or the document research.

It was found that respondents who were retired or no longer involved in government were inclined to speak more freely than people who were still involved in government and closer to present controversies. The closer to the present time, the more difficult it became for the researcher to gain access to documents or to obtain frank interviews.

Sorting and Arranging Data

The researcher anticipated that there would be difficulty in handling the large amount of data generated by the interviews and the document research. The researcher was especially anxious that the data collected from the interviews would prove difficult to fit into the different categories in the study. However, these fears proved to be groundless in that the details, events, and issues tended to be easily assembled chronologically into the conceptual framework. The interview guide successfully categorized the data obtained from the interviews and, when analyzed in conjunction with the documents, there was no need for arbitrary decisions. With regard to the large amounts of documents, patience, re-reading, and perseverance resulted in the successful collecting and processing of data into the appropriate sections in the study.

Problems

Perhaps it would be beneficial to note some impediments experienced with regard to the gathering of

data via the interviews. First, as was previously noted, one respondent in a politically visible position did not accept the request for an interview. Second, in some interviews, respondents in a politically sensitive situation understandably hedged or tended to talk around sensitive areas. However, this was overcome as a result of questioning other equally involved respondents who were no longer in a sensitive position.

In general, all the respondents interviewed were pleasant, exceptionally helpful, and interested in the study. All interviewed respondents asked if it would be possible to either read or obtain a copy of the thesis when completed. Therefore, in view of this congeniality, the methodology used in this study could be recommended as an approach to be used in similar research.

SUMMARY

This chapter contains a rationale for the choice of a case study approach for this study and a defence of this choice. In addition, the chronological model of an organization used as a guide for the study was presented; the questions that each stage of the model raises were outlined; and a diagram illustrating the relationship between an educational organization and its environment relevant to the problem of the study was also presented. Finally, consideration was given to the purposes that the

document search and the interviews served in the study.

Chapter 4

THE CONTEXT OF CONTINUING EDUCATION IN NORTHERN SASKATCHEWAN

This chapter contains a historical perspective leading up to the period of study, 1972. The purpose of this chronology of events in northern Saskatchewan is to develop a better understanding of contemporary northern Saskatchewan in 1972. This chapter begins with the historical background of the fur trade in northern Saskatchewan from 1670 to 1869. After this historical framework of events and external forces is presented, emphasis is then given to the Provincial Government's attempts to solve problems in northern Saskatchewan from 1945 to 1972 through social programming, and more importantly, emphasis is given to the Provincial Government's attempts to find out what the needs of northern Saskatchewan were in 1972. These needs would provide the framework for the establishment of an organization for continuing education in northern Saskatchewan.

Finally, a review of continuing education in northern Saskatchewan up to 1972 is presented.

AN HISTORICAL PERSPECTIVE ON NORTHERN SASKATCHEWAN

"The entire pattern of life of the people of the north has been shaped and moulded by the requirements of the fur trade" (Worsley, 1961:4). The fur trade era signalled the contact between two vastly different cultures and "because of its profound implications for northern life...an understanding of the fur trade era is more than an academic luxury, it is an integral part of...understanding and comprehension of contemporary northern life" (Tymchak, 1975:27).

The fur trade period may have established the economic and social patterns of the indigenous people of northern Saskatchewan which even today are a dominant force in their lifestyle; however, the period from 1869 - 1920 "brought about profound changes in their social, economic, and legal status. The impact of settlement occasioned events like the signing of treaties and the Rebellion of 1885 which, each in its own way, signalled the end of old cultural freedoms enjoyed by Indian and Metis" (Tymchak, 1975:152).

Since 1920, southern business, industry, government, and law have been entering the north and disrupting the traditional economic and social ways of life "sometimes for the benefit of northerners themselves, but too often to their detriment" (Tymchak, 1975:152). All these events had implications regarding the problems and needs of northern Saskatchewan in 1972.

The Early Fur Trade (1670 - 1821)

Native people had been living in northern Saskatchewan for thousands of years prior to the coming of the white man. White men penetrated into northern Saskatchewan initially on exploratory trips for the fur trade. The early fur trade period, therefore, resulted in the first contact between two vastly different cultures - Indian and white society.

King Charles granted a royal charter in 1670 which vested administrative control of Rupert's Land (the watershed of Hudson Bay) in the Hudson's Bay Company. The Hudson's Bay Company's initial policy was to have the native people come to the forts the company had built along the shores of Hudson Bay. However, in the early 1700's, this monopoly of trading rights began to be threatened by traders from the east, i.e., Montreal. The traders from Montreal were so successful in their trading in northern Saskatchewan that the Hudson's Bay Company was forced to abandon its policy of having the Indians come to the Hudson Bay to trade. In its search for inland trappers, the Hudson's Bay Company established the first inland post at Cumberland House in 1774 (the oldest permanent settlement in the interior and the first in what is now Saskatchewan). Undaunted, the competition from the east established posts at Ile-a-la-Crosse in 1776, La Loche in 1780, Green Lake in 1781, Lac des Serpents (Pinehouse) in 1786, and Lac des Boeufs (Peter Pond Lake) in 1790. A fierce struggle between

the Hudson's Bay Company and the North West Company lasted for over 50 years and terminated when the two companies merged in 1821, thereby securing the monopolistic authority of the Hudson's Bay Company.

Three significant events happened during this period. First, the fierce competition between the North West Company and the Hudson's Bay Company was a period of lawlessness and exploitative trading practices which resulted in a severe depletion of fur bearing animals. "The Indians had no form of political organization that could bring order to the fur economy, and there was no state presence of any kind in the area" (McArthur, 1978:2). The second significant event was a drastic decrease in the Indian population as a result of a smallpox epidemic in 1781. It has been "estimated that as many as three-fifths of the Indian people perished in the Saskatchewan area...."(Buckley, Kew, and Hawley, 1963:6). Finally, the early fur trade introduced European tools of technology such as the gun, steel knife, and hatchet which led to an increase in the number and variety of economic roles available to the Indians" (Buckley, Kew, and Hawley, 1963:6). Although the fur trading economy developed rapidly and some transient settlements were established, the "Indian people did not appear to become heavily dependent on the white economy during this time" (McArthur, 1978:2). However, at the same time, the economic strength and controlling power of the fur trader, "although less well

established than at a later stage, was never seriously challenged in northern Saskatchewan" (Buckley, Kew, and Hawley, 1963:6).

The Period of Monopoly (1821 - 1869)

This period was one of order, peace, and control in contrast to the previous period. The Hudson's Bay Company "was made responsible for law and order in the territory over which it held a monopoly" (Archer, 1980:35). It was during this period that the Indian people became dependent upon the white economy. Buckley, Kew, and Hawley (1963:7) and McArthur (1978:3) both point out that a "feudal relationship" developed between the traders and the migratory Indian bands of Northern Saskatchewan because of corporate management by the Hudson's Bay Company. A new set of wants, which made the native people dependent on the trader for imported goods, contributed to this linkage; however, it was the introduction of the "credit system" (Worsley, 1963:11) or "debt slavery" (Serl, 1963:2) which made the native people truly dependent upon the Hudson's Bay Company.

During this period the first "Metis" or "bois-brules" -- offspring of white fathers and Indian mothers -- were given positions in the Hudson's Bay Company trading posts. "The trading posts, with their numerous employees and families, began at this time to take on the character of

permanent villages -- the first northern Saskatchewan had ever seen" (Buckley, Kew, and Hawley, 1963:6). In fact nearly every settlement in the north was established during this fur trade period. Figure 3 shows the locations of these fur trading posts which were to become the settlements of northern Saskatchewan.

McArthur (1978: 3) sums up this domination by the Hudson's Bay Company in northern Saskatchewan in the period, 1821 - 1869, when he states:

> Political and economic dependence became a reality. Consistent with its view of the social stability required if the fur trade was to prosper, the company took an active part in the social organization of the Indian people. It influenced the geographical distribution of people, and took measures to prevent, or at least reduce the impact of epidemics and famines. It attempted to reduce and control the use of liquor. Social services thus developed at an early date, in their most fundamental form, as stabilization measures necessary to preserve and foster the needs of private corporate capital.

Buckley, Kew, and Hawley reinforce this by telling us that during this period of northern Saskatchewan's development, "attention was paid to human, social, and economic problems only indirectly related to fur production ...." and that "the paternalistic authority of the great organization remained unchallenged....Thus it might be said that during this period the Hudson's Bay Company functioned as a SINGLE AGENCY" (1963:7).

Trade rivalry and hostilities may have ended when the North West Company and the Hudson's Bay Company merged; however, a new rivalry began, "not for the Indian's fur,

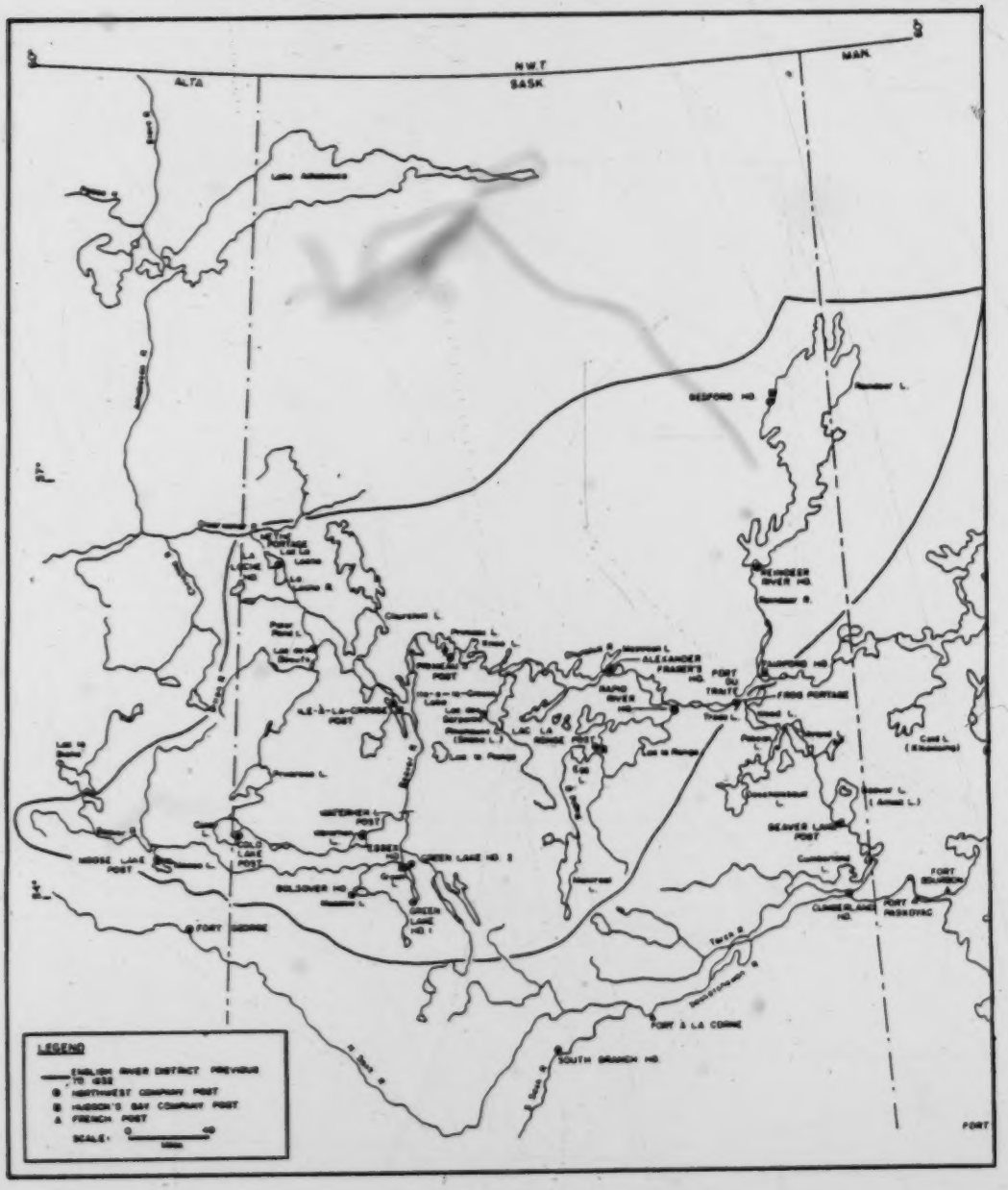


Figure 3. English River District With Fur Trade Establishments Prior to 1821

Source: Musk-Ox Publication No. 12, 1973

but for his soul" (Department of Natural Resources, 1952:9). A second outside force arrived in northern Saskatchewan- the missionaries, beginning with Henry Budd, an Anglican catechist, arriving in 1840 in Cumberland House, and Father Tache of the Roman Catholic Oblate Fathers visiting Ile-a-la-Crosse and La Loche in 1845 (Tymchak, 1975:53). However, "competition between the rival missions rarely persisted long, since de facto spheres of influence soon became established in most areas, though not in all. The West Side has remained primarily Roman Catholic; the East Side and La Ronge have been partly Anglican and partly Roman Catholic" (Worsley, 1961:53).

Church missions were established in northern Saskatchewan and "became alongside the trading store, the nucleus of the small settlement in the north" (Buckley, Kew, and Hawley, 1963:8). The activities of the missions were mostly complementary to those of the Hudson's Bay Company. The churches established schools, introduced a new set of taboos, and "after several decades were able to establish discipline" and "influence over the lives" of the Indian congregations (Worsley, 1961:11).

Thus it was during this period that the native population of northern Saskatchewan became dominated politically and economically by the Hudson's Bay Company. In addition, the company took an active part in the social organization of the Indian people. The activities of the

missions complemented this by establishing their influence on the social and cultural aspects of the native population.

The Period of Consolidation (1869 - 1945)

The Hudson's Bay Company transferred responsibility for northwestern Canada to the Dominion Government in 1869. This meant nothing to the inhabitants of northern Saskatchewan. "The Indians continued to barter furs in the old way and the Hudson's Bay Company posts continued to be the main bases of white occupation" (Archer, 1980:52). The Hudson's Bay Company remained in reality a governing institution in the north. A "pattern of native dependence on the Hudson's Bay Company as sole liaison with the supplies and markets of the world economy was established....Similarly, mission activity supported the continued isolation of northern people and control over their relations with outsiders" (Serl, 1963:2).

The third outside force to arrive in northern Saskatchewan was the government. Federal representatives in the persons of police officers and Indian agents were starting to make annual visits to northern communities. However, the main priority for the federal government was focused upon the potential agricultural southern part of the province. This change of emphasis from the fur trade to southern agriculture as the sphere of exploitative opportunity did have an important effect on the Indian and Metis population of northern Saskatchewan. The Indian people were now viewed as an obstacle to the development of

agricultural settlement in the plains and parkland areas of Saskatchewan. McArthur (1978:4) summarized the policy of the government towards the Indian people in Saskatchewan as follows:

> In the Plains and Parkland area, the essential government strategy was one of rapid conquest and containment of the Indian people, in order to get on with settlement. Conquest required that the Indian title to the lands of the area be extinquished, this was executed through the treaties. Containment required that migrant Indians be geographically restricted, both in terms of land occupation and personal movement. This was done by creating small widely dispersed reserves, and by forcing Indian people to stay within these reserves, and presumably out of the hair of the white settlers, through a wide array of state powers, created under the Indian Act of 1874, exercised through the new Department of Indian Affairs and the NWMP.

Even though the Indian people of the north were considered less important to the Canadian economy and even though the land in northern Saskatchewan was not suitable for agricultural development, the Indians of Northern Saskatchewan became subject to this national Indian policy which was designed for development of the Prairies, thereby participating in the treaties and surrendering title to their lands in northern Saskatchewan. The Indian people settled in permanent reserve communities often "close to, or as part of the already established trading settlements largely populated by Metis people" (McArthur, 1978:6).

In 1905, part of the North West Territories became the province of Saskatchewan. Responsibility for the administration of northern Saskatchewan was technically

transferred to the newly established Saskatchewan government. However, in reality

> effective control of northern Saskatchewan remained with the Dominion, since administration of natural resources --primarily fish, fur and forests -- was retained by Ottawa. Provincial control began in 1930 with the establishment of a Department of Natural Resources. The responsibilities of the new Department included the administration of the Provincial Lands Act, the Mineral Resources Act, the Forest Act, and the Water Rights Act (Serl, 1963:2).

However, this transfer to the Province of control of the natural resources resulted in no new policies with regard to northern Saskatchewan. In fact, northern Saskatchewan was ignored because the provincial government had very little knowledge of the economic potential of northern resources or of the people living there. The provincial government was only interested in the natural resources of southern Saskatchewan. Serl (1963:3) sums this up by telling us that

> the first annual report of the new Department of Natural Resources spells out in detail the composition of the 15,287,801 acres of surveyed land transferred in the southern half of the Province while dismissing the northern half, some 49,000,000 acres, with a simple statement of acquisition.

The depression brought an incursion into the southern forested fringe of northern Saskatchewan with regard to such natural resources as fur, fish, and forests. The timber industry became established in the southern forested fringe of northern Saskatchewan. Commercial fishing was started on northern lakes. Mining began in 1930, when the Hudson's Bay and Smelting Company began production in the Flin Flon -

Creighton area and when a gold mine was in operation from 1935 to 1940 on the north shore of Lake Athabasca. In addition, white trappers from the south moved into the north and "threatened to wipe out the already severely depleted fur stocks" (Buckley, Kew, and Hawley, 1963:8).

Finally, the depression increased the movement of settlers into the unsettled northern fringe of the agricultural area in Saskatchewan up to 1941. These developments which took place during the depression resulted in increased contact between northern and southern people of Saskatchewan. "On the Indian-Metis side the result was an increase in the speed of socio-cultural change, and for the Southerner, a realization of the dimensions of northern welfare problems" (Serl, 1963:4). Rea (1976:91) supports this view by telling us that during the Second World War "cultural impact" was felt outside the north in the centres which continued to control northern development. "The cultural change induced outside the north took the form of a new public awareness of the strategic and possible economic value of the region...and a recognition on the part of governments that the standard of living of many northern residents was unbelievably low." This start of an awareness of the north would lead to a transition from market control of northern development to control by public policy (governments) with the result that social services would be introduced to the north.

Provincial Government Involvement (1945 - 1972)

Rea (1976:54) tells us that in Canada, there was not only new interest in development strategies, but also a change in philosophy emphasizing that development in the north became more openly controlled by governments rather than by commercial interests. This was as a result of "the experience with a war economy following on a decade of depression" discrediting "commercial feasibility as the basic guideline to correct resource allocation."

Saskatchewan was no different than the rest of Canada. Hauck (1978:1) confirms this when he states that

> Saskatchewan's north has been a focus for provincial activity only since the rise to power of the Co-operative Commonwealth Federation in 1944. One of the prime emphases of the new government was the development of natural resources to provide a more diversified economic base for the Province. Thus the Province turned its attention to the largely untapped natural resources of northern Saskatchewan.

The CCF government was "pledged to an administration of resources in the best interests of present and subsequent generations. The isolation of the north from provincial administrative concern was at an end" (Serl, 1963:4). Since the Second World War, governments have attempted to improve the "living standards of northern people, through improved social and community service" (McArthur, 1978:7). Northern Saskatchewan in the early forties was

> an extremely isolated region, remote from the main stream of Canadian society, lacking most of the services of modern industrialized civilization.... A region long neglected, where the poverty of the

> people called out for attention. A slim economic base, visibly deteriorating; a high death rate; and extremely low levels of education and literacy: these were the basic and obvious problems in 1945" (Buckley, Kew, and Hawley, 1963:31).

The Saskatchewan Government's northern development policy instituted in 1945 had six major themes:

> (1) raising prevailing levels of health
> (2) improving standards of education
> (3) opening up new economic opportunity through new industry, notably fishing and tourism
> (4) increasing returns in trapping through conservation and management of the fur resource
> (5) improving incomes, whatever origin, through government marketing, by ensuring fair prices both for goods bought and for products sold
> (6) helping northern people to acquire the skills and experience needed to run their own affairs. (Buckley, Kew, and Hawley, 1963:32).

This northern development program seemed to fit the circumstances of the forties whereby improvements could be brought about regarding the lot of the northern people. There was a "realization that special administrative arrangements were required if better living conditions were to be achieved" (Serl, 1963:6). As a result, the "Northern District" was established as an administrative division within the Department of Natural Resources (See Figure 4). The Northern Administration Act of 1948 established the duties and responsibilities of the new Northern Affairs Branch of the Department of Natural Resources. This branch was "responsible for total administration of the northern area, including not only resources management, but also the provision of local government services and the regulation of

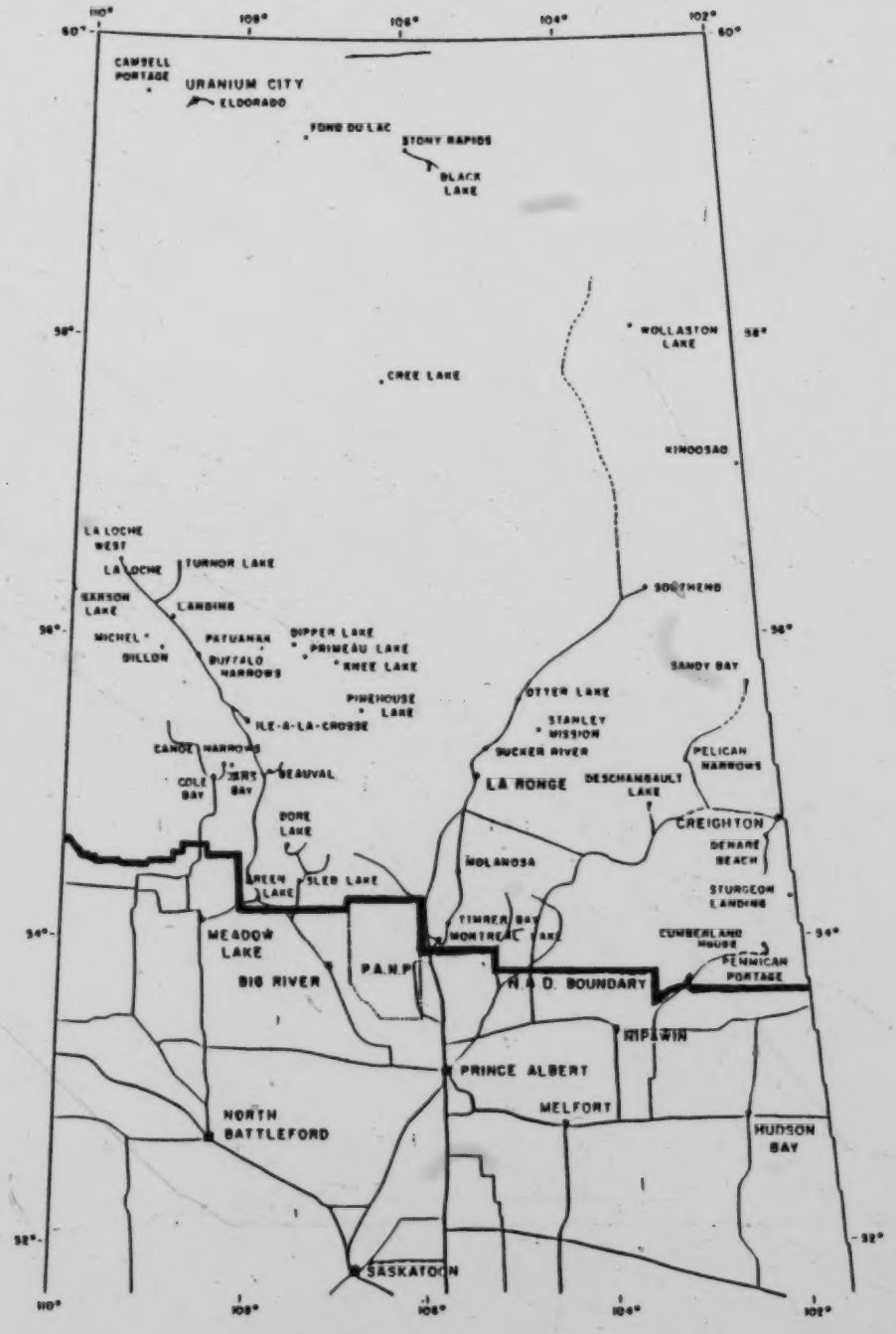


Figure 4. Northern Administration District Established in 1948

Source: Department of Northern Saskatchewan

community growth" (Serl, 1963:6).

This initial developmental thrust into the undeveloped and unknown northern half of the province by the Provincial Government was summed up very well by Buckley, Kew, and Hawley (1963:33) when they pointed out that

> looking back there can be no question of achievement. Hospitals and related services reduced the death rate and raised the general standards of health. The children were put in school, and although the grade achievement remained low, illiteracy was banished among the younger generation. The fur progam eliminated the major abuses in the trapping industry, and laid the groundwork for orderly development. Aid to the commercial fishery accomplished near miracles....Other programs helped to supply new income in guiding and forestry, or to raise the producer's share through government buying and selling.

By the mid-fifties, a great deal had been accomplished. However, in view of changed circumstances such as the population increase as a result of welfare and improved health services, the programs had numerous shortcomings in that they failed to realize the inherent limitations of the trapping and fishing industries. These industries provided "only seasonal work and low returns" and in addition, there were "limits to the resource, and thus to the number of men who could make a living from it" (Buckley, Kew, and Hawley, 1963:33). Other employment did not keep pace with the population upsurge.

The Government of Saskatchewan felt that improvements in northern Saskatchewan fell short of what was desirable not only in terms of economic deficiencies, but also with

regard to social progress. In spite of numerous attempts to involve the people of northern communities, "the government, clearly, was still the prime mover" and northern people remained "the recipients of services, not active participants in shaping change" (Buckley, Kew, and Hawley, (1963:34). In order to redress these economic and social lags, the government policy-makers' hopes came to rest first on the cooperative movement, and then later on community development. In spite of these government efforts, the role of welfare in the north was growing.

Each of these different emphases in the fifties and sixties were only partially successful due to the fact that, in addition to the Northern Affairs Branch, there were six other provincial agencies serving the north. These other provincial agencies were in essence southern agencies using southern programs inadequate for northern conditions. For example, the "northern programs of the Departments of Education, Health, and Social Welfare were really minor aspects of their province-wide programs" (Buckley, Kew, and Hawley, 1963:40). In addition, the Northern Affairs Branch was supposed to have primary responsibility for programs in the northern district. However, "powers to initiate and to coordinate" were clearly lacking in this vague mandate of the Northern Affairs Branch as outlined by the Provincial Government, and as a result left to "other agencies many of the key decisions affecting northern people " (Buckley,

Kew, and Hawley, 1963:40). In other words, centralized planning and coordination, the pre-requisites for success in any new action program in northern Saskatchewan were absent.

Buckley, Kew, and Hawley (1963) proposed in their Report on Economic and Social Development for the Indians and Metis of Northern Saskatchewan the idea of the creation of a single agency to try and solve the problem of inadequate coordination and control of programs for northern Saskatchewan. This concept would later be taken up by the politicians and result in the formation of the Department of Northern Saskatchewan in 1972.

In addition to this proposal to use a single agency to implement development in northern Saskatchewan, a different emphasis would have to be taken by the provincial government. The emphases on the co-operative movement and on community development had failed to alleviate the economic and social problems in northern Saskatchewan by the early 1960s. Economic deficiencies, pertaining to jobs and income, were very evident. Worsley (1961:32) summed up the situation in the north by explaining that the native people of northern Saskatchewan depended mainly for their livelihood on three major sources of income: fishing, trapping, and Government Welfare payments. Worsley (1961:32) pointed out that in many cases this new industry, welfare, had become the mainstay of many family budgets.

Buckley (1962:11) emphasized that it was quite accurate to think of three main industries fur, fish, -- and welfare, in that the situation was one where 90% of the Indian and Metis people earned their income from trapping and fishing which accounted for less than 23% of the total income in northern Saskatchewan. Overall, the economic situation for the Indian and Metis of northern Saskatchewan was one where the average income per person in 1961 ranged from $175 at La Loche to $335 at Cumberland House, whereas the average yearly wage in Canada was $3820 (Buckley, 1962:12).

The provincial government began to realize that the lot of the Indian and Metis of northern Saskatchewan was not improving in spite of government programs and efforts. The government in its search for a new approach entered into an agreement with the Centre for Community Studies on February 1, 1960 to conduct a three-year study of research on factors affecting the social and economic development of northern settlements.

The above bleak picture of the economic situation in northern Saskatchewan was detailed in the various social and economic research surveys by researchers from the Centre for Community Studies. The question now arises, What did these researchers see as some of the needs in the north? Also, just as important, what did these researchers recommend in order to alleviate these needs and thereby improve the situation in northern Saskatchewan?

The major findings arising out the three years of research by the Centre for Community Studies emphasized that the needs in the north were for both economic and social development. In addition, it was emphasized that both these must take place simultaneously. The "Plan for Development" was centered on education of the labour force in northern Saskatchewan (Buckley, Kew, and Hawley, 1963:52-55).

The researchers recommended that education be the fundamental prerequisite for achieving the goals of the Northern Saskatchewan Development Plan and that

> the education program must not be patterned after that in the south....Because of the special disadvantages of northerners -- low levels of formal education, language difficulties, lack of work experience -- the services provided for the southern residents must, in some way be surpassed (Buckley, Kew, and Hawley, 1963:90).

With specific reference to adult education, the rationale for the plan stated:

> Adult education is one of the most neglected, yet most important fields of education in the north. There is virtually no program of assistance whether in the fields of economic development, welfare, health, or any other, which would not benefit in some way from a full fledged adult education program. Almost every northern Saskatchewan program which depends upon local support is presently handicapped by the gaps in knowledge and skills among adults...the need for coordination and development...is greatest in the field of adult education....Any adult education program must be sufficiently flexible to support the development program as it affects each settlement (Buckley, Kew, and Hawley, 1963:96).

The recommendations, for developing the potential of the northern people by education and training for the labour

force, in the research by the Centre for Community Studies were an attempt to provide the provincial government with a workable plan of action for future programs in the north. However, a provincial election in 1964 put everything on hold.

From 1964 to 1968, very little was done with regard to new programming in northern Saskatchewan by the new Liberal Provincial government. In 1969 a joint Federal-Provincial Task Force on Northern Saskatchewan was set up. The Task Force Report recommended the setting up of an adult education program in the north to train people in basic life skills, basic academic skills, and industrial job related skills; however, no action was taken because of the Federal Government's failure to appoint members to the steering committee. With specific reference to education, the Education-Labor= Force Survey in the North (Battiste and Barber, 1969:5) reported that the average education in northern Saskatchewan was less than grade 3. In fact, the Canadian Council on Rural Development (1976:21) pointed out that within the mid-north, Saskatchewan had the lowest level of formal education.

By 1970, the need for an adult education program in northern Saskatchewan, to be planned and implemented as part of the overall development of northern Saskatchewan, was obvious. The need had been demonstrated; consequently, the next question was, Where to start? Therefore, for a better

understanding, a survey of adult education classes which have taken place up to 1973 may be useful. It would be 1978, when an organization for continuing (adult) education in northern Saskatchewan would be established.

ADULT EDUCATION IN NORTHERN SASKATCHEWAN TO 1973

Free and universal public education was a long time in coming to the north, let alone adult education. Until 1945, what little education there was in Saskatchewan north of the 53rd parallel was church provided. In 1939, the Saskatchewan Department of Education appointed N. Latour Reid, Director of School Disrict Organization, to survey the educational situation in Northern settlements. He visited five of the larger communities in two days and submitted a 16 page report which, however, contained no plan for re-organizing education in the north. The investigator was satisfied that the educational provisions should be left in the hands of the Roman Catholic Church (Knill and Davis, 1963:20).

In 1944, after a new CCF Government came into power, C.H. Piercy, Superintendent of Schools at Kinistino, was assigned to make a more comprehensive survey of educational facilities in the north (Knill and Davis, 1963:20). Piercy found that there were nineteen schools of seven different types: Indian day and Indian residential schools, private day and private boarding schools, community day schools, and only two public schools organized under the School Act --

Charlebois, no. 4917, at Cumberland House, and St. Pascals, No. 4918, at Green Lake. Some schools had no instructors. Nearly all the schools were controlled and administered by the Roman Catholic and Anglican Churches. Eighteen settlements had no schools. "Of 1164 children under 16 years of age, approximately half were not attending some kind of school" (Department of Natural Resources, 1952:21). This was the extent of education in northern Saskatchewan prior to 1945. There were no adult education classes available.

The Piercy Report had 23 recommendations which provided a comprehensive plan for attacking the problems of northern education (Knill and Davis, 1963:23). The result of the Piercy Report was that the organization of the Provincial Department of Education was extended for the first time throughout the north. Its regional headquarters was located at Prince Albert.

Specifically with regards to adult education, the Piercy Report recommended that provision be made for basement workshops in all two-room schools, thereby enabling adult night classes to be conducted in all centres. In addition, it was recommended that all schools should be provided with a radio, gramophone, manual training tools, and home economics equipment" (Knill and Davis, 1963:23).

Wouters (1973:8) reported that the development of adult education in the north had focused on literacy. The Department of Natural Resources in its promotional

publication,"The New North: Saskatchewan's Development Plan, 1945 - 1948," made the first mention of adult education programs in northern Saskatchewan when it stated:

> One significant feature of northern education is the Basic English classes which the Government has instituted during the past two years. It believes that northern development depends upon the educational standards of the adult, and has given special instruction in adult training to the teachers. Night classes, held twice a week in most settlements have been extremely successful.
>
> One reason for the backwardness of the North has been the neglect of its human as well as its material resources; the Government is striving to provide everyone, children and adults alike, with a good education so they may play their part in the new development (1948:30).

This was also the first mention of the idea that education is part of development in the north. However, there was no big push in this direction. The establishment of basic literacy classes in English for the indigenous people of northern Saskatchewan was the Provincial Governments's first initiative in adult education in 1946. However, this was the extent of adult education in the North because education was put on hold in the North in the middle 1950's. For example, the Department of Natural Resources in their promotional publication, "Saskatchewan's North" (1952: 23) makes only a slight reference to adult education when it states, "By 1952, schools administered by the Department of Education were available to the great majority of children in Saskatchewan's North, and increasing numbers of parents learned to read and write at night classes."

Knill and Davis (1963:30) sum this up, stating that by the middle 1950's the character of the educational programs had changed from "pioneering expansion to hold the line."

The emphasis in the late 1940's had been on the primary schools for children and a few literacy classes for adults. In 1963, the same situation still existed in northern Saskatchewan (Knill and Davis, 1963:122). However, the highly developed and organized mining communities of Uranium City and Creighton with their white majority had school systems, complete with high schools, like those in the south. There were also high schools in the larger centres of La Ronge and Buffalo Narrows.

Knill and Davis (1963:28) in their assessment of education in the north established that there was, from 1955 to 1963, quite different results in the form of differential growth of educational systems for the two types of settlements in the north. These were:

(a) continued growth and modernization in the white mining communities, due to white migration and rapid socio-economic development, and

(b) a shift to consolidation and "holding the line" in the Metis-Indian communities, where natural increase remained high, but social and economic development low.

In 1963, with regard to high school students in northern non-mining communities, except La Ronge and Buffalo Narrows, "the Provincial policy was to encourage Northern students to attend high school outside the North." This was

also Federal policy with regard to Treaty young people (Knill and Davis, 1963:131).

One of the premises that the Knill and Davis research survey of northern education (1963:9) was based on was that economically unviable communities should not ordinarily be artificially preserved or made the objects of development programs. It is not surprising, then, that Knill and Davis (1963:9) in their survey supported the policy of sending students out of the north for high school:

> It is a hard fact that the majority of Northern Metis-Indian settlements do not appear to be economically viable in the foreseeable future. In the absence of such growth in the Northern communities, the Department policy of not instituting extensive high school operations in unviable communities seems wise. It is the aim of the Department, instead, to encourage the pursuit of higher education in Southern Centres.

This policy of sending students outside of the north for education beyond primary level was also extended to the field of adult education until the establishment of an organization for adult education in northern Saskatchewan in 1973.

Knill and Davis made the following primary recommendation on adult education, not for immediate implementation, but for major study by the Department of Education:

> That present efforts for adult education in the Northern Area be decisively expanded (1963:133).
>
> Rationale: Adults need education to make a more rational adjustment to the rapid changes which have come to their communities. Expanded adult education in

> the North must be geared to the needs of early dropouts and of relatively uneducated adults. Post-secondary education in northern Saskatchewan would be substantially bolstered by effective guidance and counselling programs. The unemployed labour force will not be able to find or retain jobs without retraining which goes considerably beyond practical instruction in operating new tools and machines (1963:129).

Knill and Davis (1963:134) also proposed in the rationale that

> Higher levels of schooling in such key subjects as beginning English, arithmetic, Canadian political institutions, practical law and civil rights would benefit not only individuals, but almost every program of Northern development as well. Such training could do much to bridge the "cultural gap" between Metis-Indians and other citizens. Courses like home economics, mechanics, conducting meetings, and so on would be useful, too.

It would not be until much later in time that adult classes other than the basic academic core subjects would be offered. However, one community in northern Saskatchewan even set up its own temporary adult education program in 1961 in spite of the Provincial Government's hold the line policy in the North. Buckley, Kew, and Hawley (1963:96) report this in their survey:

> A most encouraging effort to organize a simple adult education program was made at Ile-a-la-Crosse in 1961. With almost no assistance from outside the community, a few two-week long evening courses were offered in such subjects as beginner's reading and writing, arithmetic, cooking, and nursing. These were well attended by the adult Metis, some of whom helped to organize the program.

This start of an adult education program in 1961 by a northern community relatively on its own may have had an

influence on the Budget Submission to the Treasury Board by the Northern Affairs Branch in 1962 with regard to adult education:

> "B" Budget (Expanded and New Programs) 1962 -63
>
> Section III, New Programs, to provide for:
> (f) Adult education program which would cover:
> 1. Talks to make the Metis aware of his role as a citizen,
> 2. Classes in English and Mathematics,
> 3. Training in the use and care of equipment,
> 4. Training in home economics for Metis women,
> 5. Training in carpentry for Metis men.
>
> (Source: Buckley, Kew, and Hawley,1963: Appendix I).

However, the above courses in adult education did not come about until nearly ten years later. Basically, the only adult classes given to northern communities were in literacy. Even the economic and social survey by Buckley, Kew, and Hawley (1963:96), which summed up all the previous research from 1960 to 1963, supported this basic literacy concept in their Recommendation 11 to the Government:

> That the adult education program emphasize a central core of basic education courses designed to remedy major deficiencies resulting from the lack of adequate primary education in the past.

In September 1962, a Ministerial Committee on Continuing Education was set up by the Honorable O.A. Turnbull, Minister of Education for Saskatchewan. The committee was charged with the tasks of delineating a policy of continuing education for Saskatchewan. The Report of the Saskatchewan Committee on Continuing Education (1963:7)

stated that new education programs and the needs with which continuing education should be concerned "is all a matter of literacy." However, the Report only deals with Southern Saskatchewan and no mention is made of northern Saskatchewan.

By establishing its Adult Education Branch in 1944, Saskatchewan became one of the first provinces to do so. In 1963, the Adult Education Branch became the Continuing Education Branch.

No new programs were initiated in northern Saskatchewan up to the election in 1964 in which a new Liberal Government came to power. "In 1966, the Continuing Education Branch was phased out of existence and the emphasis in adult education shifted away from community programming to the pressing need for expansion of the technical training capabilities of the Institutes of Applied Arts and Science" (Department of Continuing Education, August 1972:5) in the southern part of the Province. The Province withdrew its support of regional staff.

After the election, the holding pattern for adult education classes remained in effect with mainly literacy classes being offered. The Department of Education used the following rationale for the assumption that literacy was a pre-requisite for social, economic, and political improvement in the north:

> It has been observed that the inability of adults to use, effectively, the English language prevents the acquisition of literary skills, thus, precluding progress in training schemes, hinders participation in economic and social development projects; lessens the probability of successfully managing their own affairs, either corporate or individual; frustrating the intentions of enfranchisement; inhibits the growth of self-confidence; and in general, limits their ability to cope with the daily problems of life in contemporary Canadian society. Therefore, for economic, social, and humanitarian reasons, it is essential and urgent to provide these northern people of Indian ancestry with the effective means of learning English (Cited in Wouters, 1973:8).

Based on the assumption that the knowledge of English provides the native people with the prerequisite tool for becoming self-sufficient, the following adult education programs were developed:

1. Fluency First, a basic oral English course with integrated reading and writing in English to qualify adults for literacy training.
2. Basic Literacy for Adult Development, a course from Grade 1 to Grade 5 to prepare adults to enter the regular Manpower Training Program such as the 5-10 program.
3. Adult 5-10 course from grade 5 to Adult 10. The program's objective is "the establishment of adequate knowledge and skills to make an adult functionally literate for the rest of his life".

Wouters (1973:2) advised that the number of basic education programs historically established in the north indicated the degree of the Department of Education's commitment to the teaching of English as a pre-requisite to any skill training. Table 1 provides a summary of adult upgrading classes offered in northern Saskatchewan from 1968 to 1973. It is obvious that there was no major emphasis on adult education in northern Saskatchewan until the 1970's,

Table 1

Continuing Education Courses
in Northern Saskatchewan, 1968-73

	1968-69	69-70	70-71	71-72	72-73	Total
Total Number Classes	4	12	16	19	26	71
Number Literacy Classes	4	11	15	11	15	56
Number Skill Classes	0	1	1	8*	11*	22*
Total Enrollment	92	187	267	332	481	1359
Literacy Student Enrollment	92	172	237	174	278	953
% Literacy Students	100%	92%	88%	52%	58%	78% Av.
% Skill Students	0%	8%	12%	48%	42%	22% Av.

Source: Department of Continuing Education

when one considers that the total number of classes in northern Saskatchewan from 1968 to 1969 consisted of 4 classes in two communities.

The success of these basic education programs was limited. Wouters (1973:2) reported that an unpublished Department of Education study between the years 1961-67 showed that at least one-third of the students discontinued their study before completing the course and that the drop-out rate remained at the one-third level during the years 1968-73.

Wouters (1973:2) also pointed out that what was most apparent in the north was the lack of any skill training programs. There had been few skill programs that were tied, as a training component, to the plan of economic development in the north. From Table 2, it can be seen that the so-called skill classes were of a minor nature such as small motor repair (outboards and skidoos), general construction labourer (unskilled), domestic and related occupations, and guide training. The rest of the adult classes up to 1973 were basic education classes. The only so called skill classes that would lead to income of any kind were guide training.

The reason for this lack of skill training in the north was because of the extension of the Provincial policy of sending high school students to southern centres outside the North for education beyond the primary level.

Table 2

Skill Training Courses in Northern Saskatchewan, 1968-73

	1968-69	69-70	70-71	71-72	72-73
Domestic and Related Occupations	0	1	0	0	0
General Construction	0	0	0	0	5
Small Motor Repair	0	0	0	4	3
Guide Training	0	0	1	3	2
Pilot Project	0	0	0	1	1
Total	0	1	1	8	11

Source: Department of Continuing Education

This policy of sending adult native people outside the north for skill training was a dismal failure. Wouters (1973:3), while doing some research with Manpower personnel in the North Battleford Manpower Region, discovered that between the years 1967-72, 550 native had enrolled in various training programs in the south and that up to December 1/72 only one native person had received his apprenticeship certificate.

Another weakness of the adult education program in northern Saskatchewan was the lack of relationship between the plans of economic development and training programs (Wouters, 1973:3). Although adult education had been touted as the main component of development in the North (Buckley, Kew, and Hawley, 1963:54; Wouters, 1973:3), it was still a situation where the northern people basically did not receive training which would lead to the possibility of employment. This reinforced "the suggestion that much of the economic development of Northern Saskatchewan had taken place completely outside the economic life of northerners" (Department of Northern Saskatchewan - Data Base, 1973). Wouters (1973:3) claims that this was particularly true in the mining industry. In 1970, for example, the total number of native people employed in the mines was 64 (Wouters, 1973:3).

The Position Paper on Adult Education in Northern Saskatchewan (Wouters, 1973), which was prepared in

preparation for the DREE negotiations with the Federal Government, presented the following recommendations with regard to the relationship between skill development and economic development:

(1) Skill training must be related to the possibility of employment in the North. The Northerner who is receiving training must be able to realistically see some kind of employment in the North.

> As of now, the training northern people have received in the south has little relationship to the job market in the north. This explains the fact that 70% of the trainees in the north do not have jobs.

(2) Skill training must also be related to continual employment. Too often skills learned are obsolete or irrelevant to the economics of the North.

(3) It is recommended that in the planning of economic development programs it is recognized that training programs be included. The development of economic programs must take into account the training implication that will be required to provide Northerners the widest possibility from management to operation skills....It is most important that adult programs are not planned in isolation to the plans of economic development or vice versa (Wouters, 1973:10).

The Position Paper on Adult Education also addressed the issue of sending people south for skill training:

> It should no longer be considered that training should be necessarily for the mobility of the people to the south. The fact that only 10% of the people surveyed...indicated a desire to go south gives evidence to the need to provide relevant training programs for people who desire to live in the north. Once again we should be prepared to provide some alternatives to the nature of delivery of training programs.

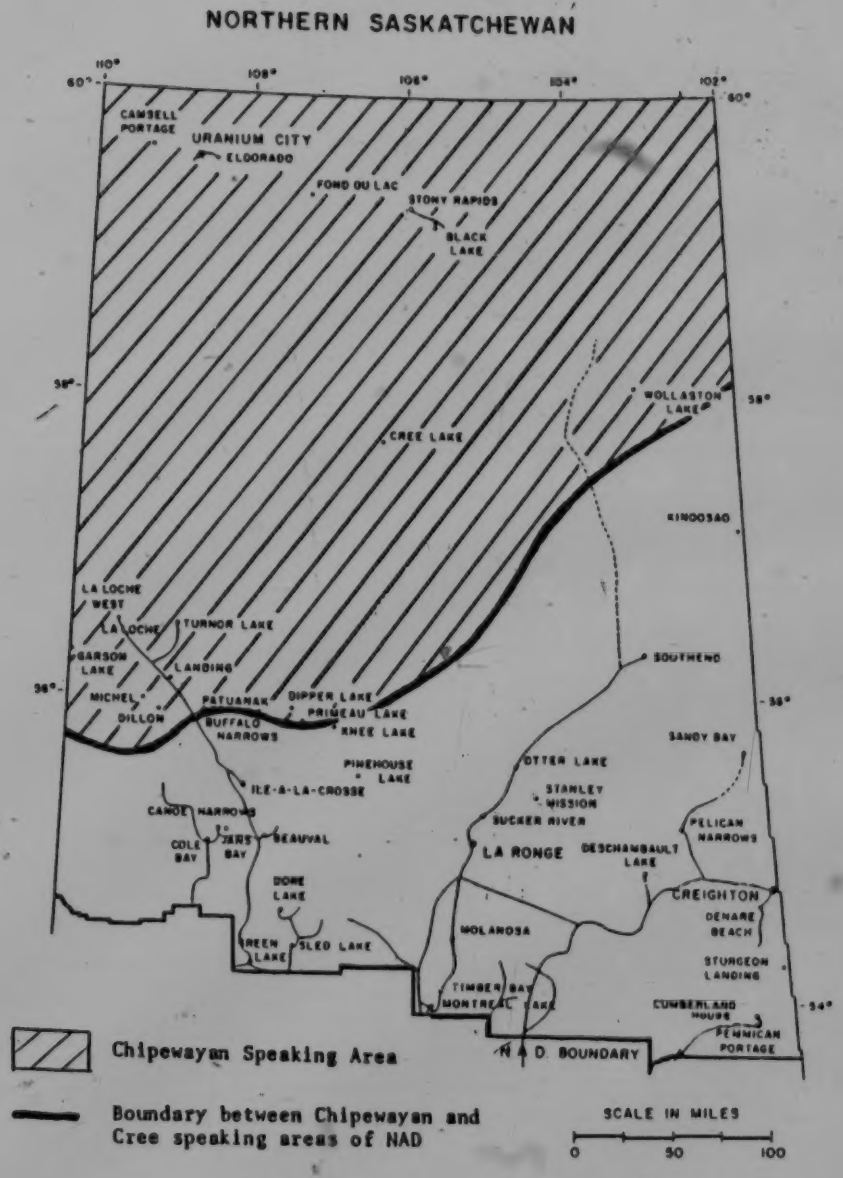


Figure 5. Chipewayan and Cree Speaking Areas of Northern Administration District

Source: Federal-Provincial Task Force Report on Northern Saskatchewan, 1969

Looking back then, the extent of adult education in northern Saskatchewan up to 1973 was one of mainly "Basic Education" classes with an emphasis on English. The majority of the native people spoke either Cree or Chipewayan as their first and often only language. Figure 5 illustrates the Cree and Chipewayan speaking areas in the Northern Administration District. Skill training was limited and was not geared toward the obtaining of employment. Adult education was not given emphasis as part of the development process and was not planned hand-in-hand with economic development programs. In addition, northerners had to go south for skill training which may or may not have been northern job related. In other words, the delivery of adult education classes was not only lacking in quantity and the proper emphasis, but the little programming available needed a different method of delivery which would take into account the fact that northerners wanted to live in their own community in the north instead of travelling away for training.

SUMMARY AND CONCLUSION

This chapter has comprised an historical overview of northern Saskatchewan since the time of white contact. This was to illustrate and emphasize that "the contemporary north is very much the product of a unique history that differs greatly from that of the remainder of province, and yet has

been influenced by political developments within the province" (McArthur, 1978:10) since 1945. The pattern of life of the northern people is a result of events in the past. This pattern with its roots in the past has resulted in a unique society with unique cultural problems and with unique cultural needs which have not only influenced but have also frustrated government development efforts in the north. The situation, in 1973, was that the majority of northern indigenous people because of their past history (for example, only skilled in hunting and trapping pursuits as a source of income), and because of their culture (non-European values) were still not participating in or benefiting from development efforts in the north by the Provincial Government.

Studies have shown that the limited education and training programs were a failure in terms of making it possible for northern indigenous people to benefit from new job opportunities in the north.

It was not until after 1945 that the Provincial Government started to become aware of the needs of the northern people. The Provincial Government became committed to social and economic development in the north, and adult education was now considered to be an essential part of the development plan. Therefore, there was a political need for the establishment of an organization for continuing education in northern Saskatchewan to help the Provincial

Government to fulfill its commitment to the development of the north. The basic purpose of economic development for people of the north was to be able to improve their economic situation through employment. This had not been happening. Therefore, there was an economic need for the establishment of an organization for continuing education in the north to provide basic education, life skills, and employment-orientated training so northerners could gain employment and thereby participate in the economic development in northern Saskatchewan. The emphasis on development in the north has been mainly on material resources and not on human resources. Therefore, there was a social need for an organization for continuing education in the north to provide the means by which the people of the north could learn self-help measures and obtain training so that they would be able to gain and keep employment, thereby raising their impoverished standard of living. Finally, the past practice of sending northern people south for training had not worked out. The indigenous people of the north had not adapted to the mould of the dominant culture. Therefore, there was a cultural need for an organization for continuing education in the north to bridge the gap between the two cultures by bringing the courses to the communities so that the people would be able to take an active role in programs instead of just being recipients.

These are the needs which the Department of Northern Saskatchewan would have to consider when establishing the Colleges Branch as an organization for continuing education in northern Saskatchewan.

Chapter 5

ESTABLISHMENT OF AN ORGANIZATION FOR CONTINUING EDUCATION IN NORTHERN SASKATCHEWAN

The purpose of this chapter is to examine the establishment of an organization for continuing education in northern Saskatchewan and its initial efforts from 1973 - 75. This chapter begins with a brief description of events which led up to the establishment of the Department of Northern Saskatchewan. This is followed by an examination of the establishment of the Colleges Branch in 1973 and the assuming of its role of responsibility for continuing education in northern Saskatchewan. Substantial attention is given to objectives, structure, programs, and clientele.

ESTABLISHMENT OF THE DEPARTMENT OF NORTHERN SASKATCHEWAN

The new Department of Northern Saskatchewan was established in 1972 for the purpose of planning, coordinating and implementing the development of human and natural resources of northern Saskatchewan. As a result of this, an organization for continuing education would be a part of the Department of Northern Saskatchewan and as such would take direction as to policy initiatives and programing in the overall development plan. Therefore, a better understanding with regard to the establishment of an

organization for continuing education would be in the political context of the newly created Department of Northern Saskatchewan.

From 1950 to 1971, various organizations and task forces proposed that a single agency be created to develop the north. The reason for this was the fragmentation of programs offered in the north as a result of departments, located in Regina, delivering these programs in an uncoordinated manner. In 1951, a Budget Bureau study of the Department of Natural Resources noted:

> Something of a problem has been created by the fact that no effective device has been provided to co-ordinate these highly inter-related activities in the north....The need for coordination is emphasized by the fact that friction and differences of opinion regarding appropriateness of separate programs are beginning to develop between northern administration (of the DNR) and the representatives of other departments...." (cited from Govt. of Sask., Principles for Northern Development, Oct. 71:5).

In January 1959, a Treasury Board recommendation subsequently approved by Cabinet, directed the Secretary of the Treasury Board

> to discuss with the Deputy Ministers involved the question of effecting unified direction of government efforts in Northern Saskatchewan, and to recommend any organizational changes necessary to the Treasury Board (Budget Bureau, March 1961:2).

In November, 1959, the Secretary of the Treasury Board submitted a report which outlined alternative ways of improving coordination of government programs in the north, and recommended to Cabinet that the following Budget —

Bureau's proposals be approved:

1. That the principle of a single agency, responsible for planning and carrying out all provincial programmes in the north, be approved as a long term goal;
2. That all northern programmes, except schools, hospitals, and minerals, be transferred to the Northern Affairs Branch of the Department of Natural Resources as a first step;
3. That the Director of Northern Affairs be given authority to decide when the first step should be implemented (Budget Bureau, March 1961:2).

Cabinet approved the recommendations of November, 1959, with the reservation that the Director of Northern Affairs should submit a plan of implementation to Cabinet before proceeding to make any changes. The Director of Northern Affairs, A.H.(Gus) MacDonald, then asked the Budget Bureau to assist in:

1. developing an internal organization structure for the Northern Affairs Branch which would enable the provision of all government services in the north;
2. developing a plan of implementation.

A meeting of government officials in Prince Albert was arranged by the Budget Bureau. A.G. Kuziak outlined the Cabinet's decision and W. Bolstad presented the Budget Bureau's approach to the study. An organizational hypothesis had been formulated by the Budget Bureau for the Northern Affairs branch. The Budget Bureau then made a detailed study of all government agencies involved in the north with regard to their programmes and organizational structure which resulted in an interim report being completed by May. W. Churchman, the Deputy Minister of the

Department of Natural Resources approved the report which was then sent to officials of all departments in Prince Albert and included a list of possible problems with regard to the implementation of the proposal for a single agency.

The Budget Bureau then made up a Report on the Organization for the Provision of Government Services in Northern Saskatchewan (March, 1961) in which it outlined three alternatives. The single agency alternative was recommended but never implemented. However, this would be reinforced when the Centre for Communities Studies also proposed a single agency approach (Buckley, Kew and Hawley 1963:57). By 1963, a sophisticated concept of a single agency was developed by the Budget Bureau. These last three efforts would form the blueprint upon which the Department of Northern Saskatchewan would be based. It would also form, therefore, a frame of reference for priorities and programs by the Colleges Branch which would be responsible for continuing education in northern Saskatchewan.

In 1968, the Liberal government set up a Task Force on Northern Saskatchewan for development of the north under Federal Rural Economic Development (F.R.E.D.) legislation. It also recommended a single agency approach to the North (Myers, 1978:1).

The purpose of all these recommendations for a single agency approach was to try and improve the situation where irrelevant programs for the south were applied

indiscriminately to the north without recognizing the vast differences in culture, values, or environment.

After soliciting input from people in northern Saskatchewan, the New Democratic Party made the single agency concept part of their election platform for the Provincial General Election of June, 1971. The New Democratic Party, after winning the election, approved this single agency concept at a Cabinet meeting on October 12, 1971. Party policy became Government policy and, based on a commitment made to northern people, the single agency concept became a reality:

> The Department of Northern Saskatchewan was created by proclamation of the Saskatchewan Legislature on May 1, 1972, as a single-agency regional government department, to facilitate development and administration of northern programs designed specifically to meet northern requirements (Dept. of Northern Saskatchewan, Annual Report, 1973-74:5).

The Department of Northern Saskatchewan was given a broad mandate "to accelerate political, economic, and social development in the north in order to bring the services and standards to a level comparable though not necessarily identical with those of the south" (DNS Annual Report, 1972-73:4).

A bold new concept for providing government services was born in Canada, albeit one without methodology. "It will require readiness...to abandon the safe, standardized approaches to the delivery of government services" (Premier A.E. Blakeney, December 12, 1972).

The Department of Northern Saskatchewan was breaking new ground and, therefore, the methodology would have to be developed carefully with constant evaluation in terms of its mandate.

La Ronge was chosen as the headquarters for the Department of Northern Saskatchewan because it was "considered the natural and most centrally located northern community to enlarge as the principal northern municipal and provincial government services centre" (Govt. of Sask., October, 1971). The first Minister of the Department of Northern Saskatchewan, Ted Bowerman, remained in Regina's Legislative Building with a small staff. Staff and northern program responsibilities were transferred from the south during the first year as shown in figure 6.

Year one was also a year of introducing the Department of Northern Saskatchewan's philosophy -- of responding to northern communities and facilitating socio-economic development -- to the new staff of the new branches.

One of the first new branches to be established was the Policy and Planning Branch which was responsible for providing integrated planning and program development assistance to the various other branches of the Department of Northern Saskatchewan. The Policy and Planning Branch drafted an Adult Education Policy Report for the Colleges Branch in 1973, which stated that there was to be a new emphasis on adult education in northern Saskatchewan. In

DEPARTMENT	TRANSFER DATE
Department of Natural Resources	
- Field Services, Construction	May, 1972
- Radio Communications, Forestry, Fisheries and Wildlife	April, 1973
Department of Mineral Resources	
- Prospectors Incentive Plan	June, 1972
Department of Education	September, 1972
Department of Social Services	September, 1972
Department of Co-operatives	February, 1973
Department of Public Health	April, 1973
Department of Agriculture	April, 1973
Department of Government Services	April, 1973

Figure 6. Transfer of Departmental Responsibilities for Northern Saskatchewan to DNS

Source: DNS Annual Report, 1972-73

other words, this report outlined the policy and direction which the Colleges Branch would take in the context of the Department of Northern Saskatchewan's overall development plan for the north. The report specified that a change had to be made to past policy which had emphasized literacy, devoid of skill training. Northerners would no longer be sent out of the north for skill training:

> (1) Adult education programs must be developed in consultation with communities in order to provide programs that co-ordinate with their economic development programs.
> (2) Adult education programs must provide the support skill for the newly created economic development projects, and as well, provide northerners the skills to take over existing jobs.
> (3) Adult education programs must provide for the possibility of communities to choose alternatives. No longer will English be the prerequisite for obtaining skill training.
> (4) Adult education programs must provide for skill training to be done in the home communities of northern residents, not in the south.
> (DNS, Adult Education Policy Report, 1973:Section 5.4)

The following programs were to be developed:

> (1) Native Teacher Training Program - If DNS is to provide for the 'possibility of choices' to the communities, DNS must train native people with the skills that will assist them to become teachers:
> (a) adult education
> (b) skill instruction
> (c) in-school teachers and teacher-aides
> (2) Mobile Training Units - To provide for skill training at the local communities, mobile units have been built. These mobile units will be able to provide northern residents skill training in their home communities.
> (3) Skill-Training Programs to coordinate with Northern Economic Development -
> (a) Existing Jobs - Skill Courses to provide northern residents with the ability to work in mines--Hudson Bay Mining and Smelting, and bush operations--Simpson

Timber and P.A. Pulp Company. To do this program, some 600-700 men will have to be trained.

(b) New Jobs - With the emphasis of the DNS to the development of economic enterprises at the community level, a number of training courses will be necessary to develop support to these economic plans.
  (1) Managerial and Accounting Courses
    a. Housing Program - 125 houses per year for next five years
    b. Fisheries and fish processing management
    c. Farm management
    d. Forest management
    e. Government
  (2) Skill Courses - In English or Native Language
    a. Carpentry
    b. Plumbing and Heating
    c. Cabinet Making
    d. Heavy Duty Operations
    e. Maintenance
    f. Transportation

(DNS, Adult Education Policy Report, 1973: Section 5.4)

The "Adult Education Policy Report" stated the purpose of this policy as follows:

> With the development of programs as outlined above, we will begin to deliver education programs that are relevant to the communities. We will be able to provide northerners with an access to all levels of the northern economy--managers, technicians, senior civil servants, etc. Also, we will provide an option of mobility and choice. Mobility by increasing the level of education of native residents, and choice by allowing them to make decisions of the type of education they so require (DNS, Adult Education Report, 1973: Section 5.4).

The Colleges Branch when established would have to operate in the context of the Department of Northern Saskatchewan as outlined in this section. Responsibilities for adult education programs in northern Saskatchewan were

not transferred from the Department of Continuing Education to the Department of Northern Saskatchewan until April 1, 1973, the beginning of the 1973-74 fiscal year. However, Ed Breese joined the Department of Northern Saskatchewan on January 1, 1973, as the first Director, thereby ensuring the development of programs for the following year.

ESTABLISHMENT OF THE COLLEGES BRANCH

Pursuant to Order-in-Council 1415/72 dated October 3, 1972, all the powers and duties of the Minister of Education and Continuing Education were transferred to the Minister of Northern Saskatchewan thereby granting authority to establish the Colleges Branch of the Department of Northern Saskatchewan.

Historical Development of Colleges Branch, 1973-74.

When Ed Breese became the first Director of the Colleges Branch in January, 1973, the immediate problem to be resolved was the lack of operating monies, facilities, equipment, and staff. The Colleges Branch commenced operations in La Ronge on April 1, 1973, with the official transfer of the Adult Education function from the Department of Continuing Education. Field operations began in September with the intent of increasing the number and kinds of courses available to the people in the communities. However, the Colleges Branch could not begin delivery of programs because it did not have money for the operation of

facilities and for the programs. Therefore, Ed Breese went to the Treasury Board October 4, 1973, with a request by the Department of Northern Saskatchewan for funds to conduct programs for continuing education. Funds were obtained for

(1) operation of Manpower Programs from October 1, 1973 to March 31, 1974;
(2) operation of Federal-Provincial Indian Programs;
(3) operation of portable and other training facilities in the Meadow Lake Special Area.

The first nineteen courses, mainly Adult 5 - 10 (grade level 5 to 10), were started on October 15, 1973. The Training Opportunity Plan (TOP) was transferred to the Colleges Branch from the Department of Continuing Education on January 1, 1974. This program had been a Federal-Provincial Pilot Program in the Meadow Lake Special Area.

The increase in the number of courses and the difficulty of administering such a large geographical area from one central office in La Ronge resulted in the formation of three administrative districts each with a district office: Uranium City to look after the Athabasca district; Buffalo Narrows to look after the West Side district; La Ronge (Colleges Branch Head Office) to look after the East Side district. In addition, the La Ronge Community College which was established as a pilot project in May, 1973 was given responsibility for programming in the La Ronge district. The Colleges Branch assumed fiscal responsibility for the La Ronge Community College on April 1, 1974. This completed the transfer of all programmes.

Purpose

"The Colleges Branch was created to assume the responsibility for adult education in the north, to ensure the relevancy of courses offered and to provide job placement services for graduates" (Department Overview, DNS Annual Report, 1973-74:3). In other words, the mandate of the Colleges Branch was "to co-ordinate all aspects of adult education within the area that is under the jurisdiction of the Department of Northern Saskatchewan" (DNS Colleges Branch Report to Department Heads, December 10, 1973).

Priorities

The immediate priority in April, 1973 was to resolve the problems of a lack of operating monies, facilities, equipment, and staff. The primary task program-wise was to develop an effective delivery system for all types of Adult Education Programs and at the same time provide appropriate courses of instruction for northern residents.

Objectives

The initial stated objectives were listed by the Colleges Branch in December, 1973:

(a) assess and establish priorities of training requirements on the advice of local adult education communities,
(b) develop a source of program delivery,
(c) provide funding and consultative support for Community College programs,
(d) initiate, develop and evaluate programs for a more meaningful approach to northern adult education,
(e) develop a placement service in harmony with the

needs of Northern Saskatchewan,
(f) co-ordinate training with economic development of the North,
(g) in co-operation with Adult Education Committees, develop new and more appropriate programs and better communication processes.
(h) initiate the development of additional Community Colleges in Buffalo Narrows and Uranium City (DNS Colleges Branch Report to Department Heads, December 10, 1973).

These objectives were formulated by Ed Breese, Don Parsons, and Brian Campbell in terms of the Department of Northern Saskatchewan's objectives and general philosophy. The most important were seen as being (a), (b), (d), and (g) followed by (f), (e), (c), and (h) (Interviews: Ed Breese, May, 1984, Don Parsons, June, 1984.)

The primary objectives were rewritten at the end of the first year of operation. The following are the primary objectives of the Colleges Branch listed in order of priority for the 1974-75 fiscal year:

1. To provide an appropriate delivery system for courses,
2. To provide northern residents with appropriate courses in accordance with the respective needs as determined by the community,
3. To facilitate the fullest level of participation in so far as programs are concerned in every northern community,
4. To provide a staff of instructors equal to the challenges of instructing northern residents.
5. To maintain close intradepartmental liaison facilitating purposeful training with available and future employment opportunities,
6. To develop appropriate systems that will facilitate job placement and relocation of northern residents in northern Saskatchewan, and
7. To develop appropriate tools that will assist in evaluating our total system (DNS Colleges Branch: Status Report, 1973-74; Interview: Don Parsons, June, 1984).

Organization

The Colleges Branch initially started out with a central staff located in La Ronge which used a DNS trailer as an office. The rapid expansion of adult education in the north resulted in a rapid increase in Branch personnel so that by December, 1973, the Branch was comprised of a Director, three program supervisors, four consultants, one placement officer, one Training Opportunities Project manager, thirty-four instructors, and two instructor-aides (DNS Colleges Branch Report to Department Heads, December 10, 1973). By April, 1974, with the increase in classes there were 43 instructors and two more placement officers (see Figure 7).

For administrative purposes because of the large geographical area and the rapid increase in courses, the Colleges Branch decentralized "some administrative operations in the belief that the Branch will be more responsive to community requests, and promote a better quality of adult education" (DNS Colleges Branch Report to Department Heads, December 10, 1973). Therefore, three administrative areas were established, each with a district office staffed by a Program Supervisor and secretary: Athabasca with a district office at Uranium City, West Side with a district office at Buffalo Narrows, and East Side with the program Supervisor located at the Central Office in La Ronge. The East Side Program Supervisor was also

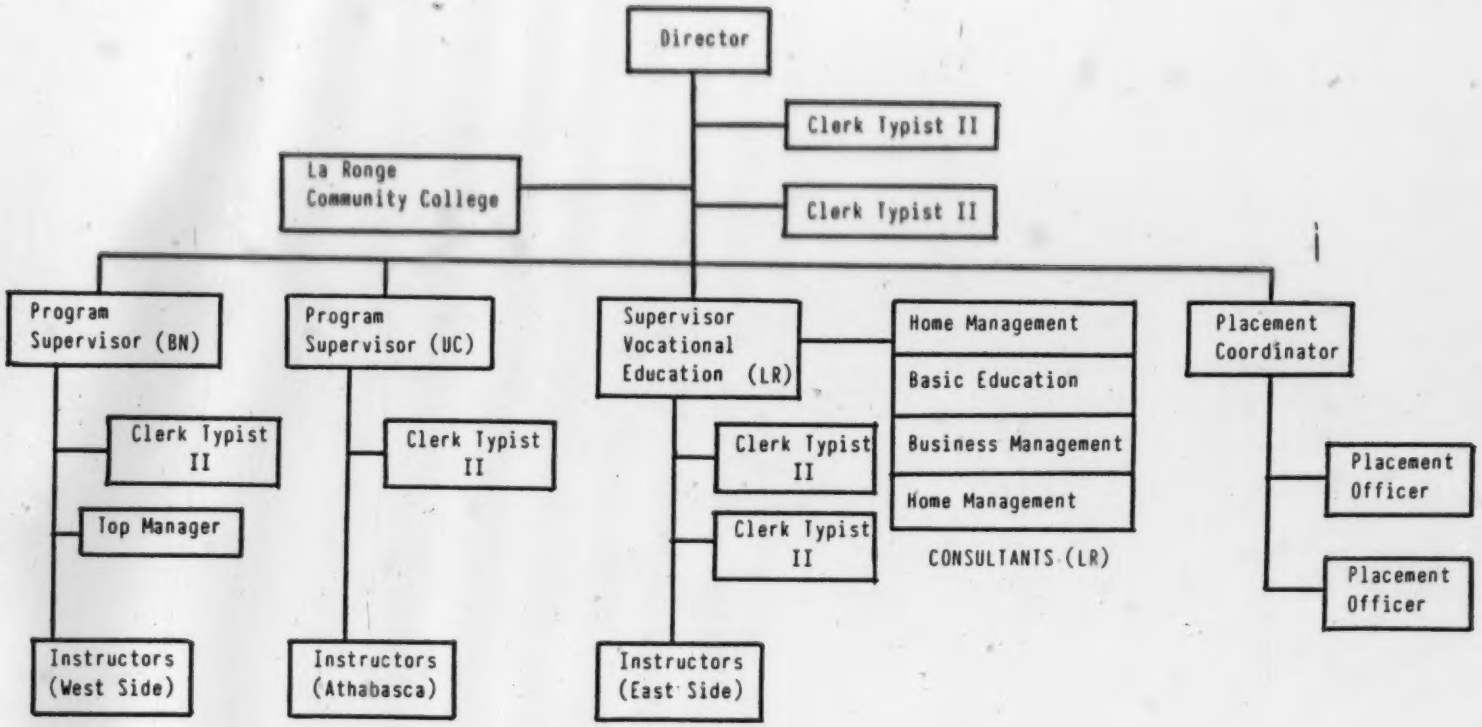


Figure 7. Colleges Branch Organization Chart, 1973-74

Source: DNS, Colleges Branch Status Report, 1973-74

supervisor for the four consultant staff in the Central Office. Each Program Supervisor was directly responsible for the field operations in his district. The La Ronge Community College, which was established as a pilot project in 1973, was responsible for program delivery in the central area (see Figure 8).

The supervisors were responsible for providing educational leadership in the field of adult education, the supervision of instructors in their area, the establishment of Adult Education Committees to provide increased public participation in determining the needs of communities, the arranging for staffing, classroom materials and accommodation, and preparing budgets for their respective areas (DNS Annual Report, 1973-74:27).

A consultant staff in central office in La Ronge was employed to provide support services for field operations. The four consultants operated in the areas of basic education, hunter safety and guide training, and home management.

The Placement Officers in the Colleges Branch were hired to provide placement counselling for graduates of adult education programs, to provide a general placement service, and to act as liaison with various businesses, unions and individuals in establishing training programs.

In the second year of operation, 1974-75, there was an increased demand for courses especially in the skills area.

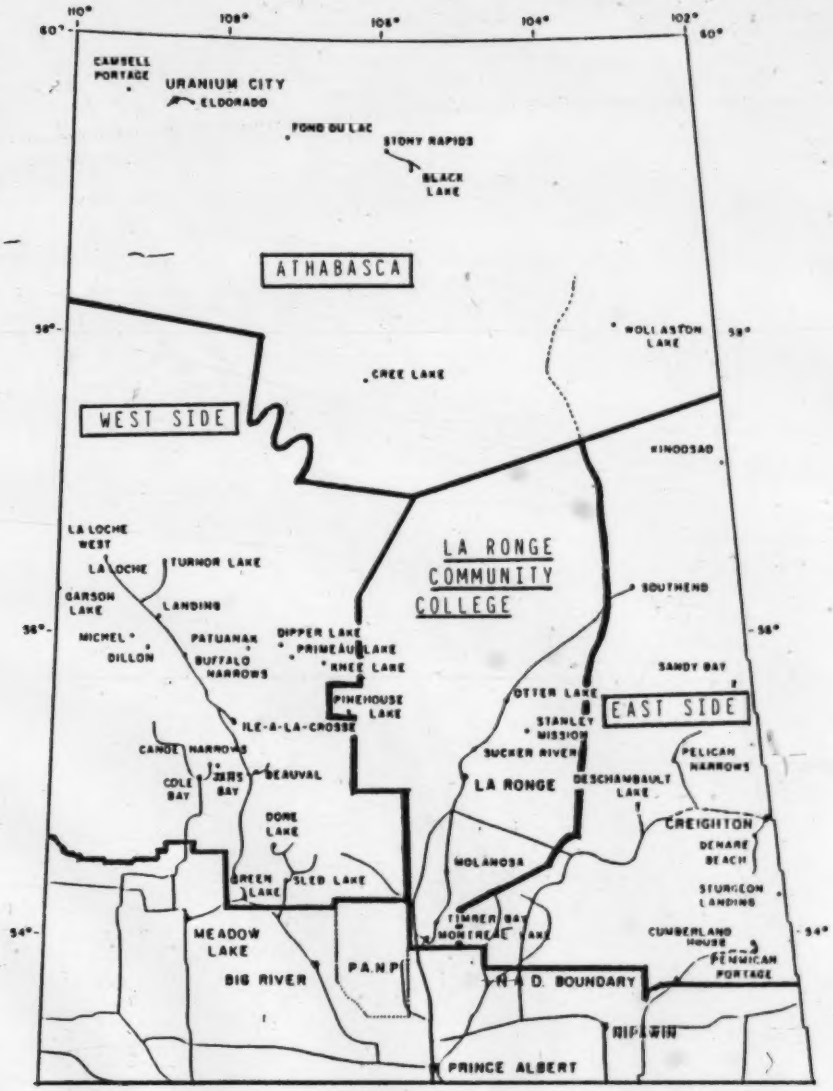


Figure 8. Colleges Branch Administration Districts

Source: DNS, Colleges Branch Status Report, 1973-74

The Colleges Branch's priority changed to place greater emphasis on the trades and vocational skill areas. This was in response to the increase in construction and economic development in the north--mainly due to the infrastructure investment by DNS. The Colleges Branch's desire to expand the trades and vocational programs, to provide training so northern residents could benefit employment-wise in this new activity of construction, resulted in the Branch being unofficially re-organized into two divisions, the Continuing Education Division and the Industrial Training Division.

The Continuing Education Division was responsible for all the in-class type of programs such as Basic Education, Skill Education, and Special Interest. The Industrial Training Division was responsible for TOP, Placement Services, Northern Careers Program, On-The-Job Training, and Apprenticeship Training.

A District Office was set up in Creighton for the East Side. Consequently, the Program Supervisor's position for the East Side was moved from La Ronge to Creighton.

This basic organizational structure which was set up during this first phase of establishment was the blueprint for the organizational chart which would endure for more than ten years, with only minor revisions. Later when the Colleges Branch became involved in Community College development, the administrative districts would become Community College Districts.

Programs

Many of the programs which were offered during the fall of 1973, were of necessity brought from the south. The first year (1973-74) of programming was "a year of experiment and innovation in some fields of adult education. The Branch hoped to evolve a set of programs unique to the north" (DNS Colleges Branch Report to Department Heads, December 10, 1973). Therefore, curriculum committees were set up to evaluate and revise the programs being used in the first year of operation in an attempt to have them ready for the 1974-75 operational year. This was the main responsibility of the program consultant staff.

The Basic Education Program consisted of five specific courses: Fluency First, 0-10 upgrading, 5-10 upgrading, Technical 11, and Basic Job Readiness Training (BJRT). Tables 3 and 4 provide a summary of course numbers and enrollment for Adult Basic Education from 1973 to 1975. These courses were offered to provide communications, mathematics, social and physical content for the development of skills and knowledge required for additional training and effective competition in the labour market. Aspects in these courses which made them different from those offered in the south were the inclusion of life skills, vocational orientation, health and hygiene for those lacking in those fundamentals, and the use of teacher aides fluent in the language of the community. The introduction of a Basic Job

Table 3

Summary of Continuing Education Courses
School Years: July 1/73 - June 30/75

Courses	1973-74	1974-75
Basic Education	28	30
Skill Education	41	49
Special Interest	8*	28
Total Courses	77	107

* Actual number of special interest classes was 18. La Ronge Region Community College and West Side special interest classses were not included.

Sources: DNS Annual Reports, 1973-74, 1974-75
DNS, Status Report Colleges Branch, 1974
Colleges Branch Enrollment Reports, 1973-74, 1974-75

Table 4

Summary of Continuing Education Enrollment
School Years: July 1/73 - June 30/75

Courses	1973-74	1974-75
Basic Education	497	459
Skill Development	490	519
Special Interest	187*	435
Total Enrollment	1174	1413

*This does not include La Ronge Region Community College Enrollment

Sources: DNS Annual Reports, 1973-74, 1974-75
Colleges Branch Enrollment Reports, 1973-74, 1974-75

Readiness Training course pointed out how disadvantaged the labour force was in some areas with regard to employment.

Basic Job Readiness Training (BJRT) was a twenty week program designed to serve those who were disadvantaged economically and socially by a lack of educational and other employment-related skills and who were not able to function effectively in the regular Adult Basic Education skill courses or employment. BJRT prepared students for entry into the labour market directly or through other programs such as training on the job, training in industry, Local Assistance Program, the Local Initiative Program, or through skill training. The components of this course were basic education, language fluency (if necessary), life skills, occupational explorations--job orientation and job search techniques, work experience, and counselling services--individual and vocational.

The importance of this class in addition to the 0-10 Basic Education classes can be seen in that in the 1973-74 fiscal year, two BJRT courses were offered at Cole Bay/Jans Bay, and La Ronge, whereas seven BJRT courses were scheduled for the 1974-75 fiscal year.

The two main aims of the program were:

(1) to re-orientate the adult student to formal training in a manner best suited to his particular experience, background, and learning characteristics
(2) to help the adult student to develop core knowledge and skills in communications and mathematics which are prerequisites to occupational training and a high level of functional literacy (DNS Colleges Branch Status Report, 1973-74:Section 11).

In addition, there were two experimental programs in use in a number of classrooms:

(1) BLADE (Basic Literacy for Adult Development). This program was designed to prepare adults for further training which have the prerequisites of the ability to read, write and perform basic mathematical calculations. It was a structured approach utilizing 900 tapes as well as print material. Grade range was 0-5.
(2) LINC (Learning Individualized for Canadians). It was a similar program to BLADE without the use of audio visual. It was the next level, grade 5-10, and was highly individualized and allowed for specific diagnosis and remedial learning.

The Trade and Vocational courses were designed to introduce people to the knowledge and skills required for the development of a skilled labour force. They consisted of (1) Trades courses such as welding, small motor repair, carpentry, electrical, plumbing and heating which were offered by mobile training units. Heavy duty equipment operator was also offered in the north by the Saskatchewan Technical Institute in Moose Jaw.
(2) Vocational Courses such as hunter safety and guide training, handicrafts, janitor maintenance, prospectors, home management, and waitress training (see Tables 5,6).

Six classes of special interest to northern people were offered. They were typing, driver education, first aid, physical fitness, stretch and sew, and English as a second language.

In October, 1972, the Training Opportunity Program (TOP) was initiated to meet the needs of the hard core

unemployed in the Meadow Lake Special Area. It was an agreement between the Federal and Provincial Government. Its approach to the problem was a three pronged attack involving:

(1) work training
(2) academic and/or skill instruction
(3) intensive personal counselling.

This approach was used in nine different centres: Makwa Beach, Island Hill, Town of Meadow Lake, Joseph Bighead, Buffalo Narrows, Turnor Lake, Ile a la Crosse, Beauval, and Waterhen Lake. The Training Opportunity Program was considered to be very successful by those people working with it. Much of this success was in the social skills developed in this program which allowed candidates to use those work skills learned in a work situation. The intensive counselling played an important part in the relative success of the Training Opportunity Program.

The TOP program was transferred to the Colleges Branch on January 1, 1974. The TOP program was then used to assist emerging and new business enterprises with training support and to provide on-the-job training for northern people. TOP was used to encourage, in cooperation with Economic Development Branch, the establishment of small, labour intensive businesses. Six new TOP projects were approved for the 1974-75 fiscal year. These were:

(a) Northern Women's Native Handicrafts and Arts Association
(b) La Loche Methy Co-operative Association Limited
(c) Ile-a-la-Cross Industries

(d) Dillon Wood Products Co-operative Limited
(e) Canoe Mutual Wood Producers
(f) Timber Bay Post Cutting Operation

Program Delivery

One of the primary objectives of the Branch was the delivery of programs and courses to the communities. This was easy for regular classroom courses such as basic education because only a classroom and instructional supplies were required. However, in the skills and trades area, this was not so easy because of the shop equipment required. The Colleges Branch solved this by putting into service five fully equipped mobile training units in the following areas.

(a) electrical
(b) plumbing and heating
(c) auto mechanics and small motor repair
(d) welding
(e) carpentry

Four units were obtained under the Meadow Lake Special Area Agreement and one by Provincial Funds in the 1973-74 fiscal year. Each unit contained a classroom, laboratory and all the equipment necessary for training students in different locations around the north. Each unit could handle eight trainees.

In addition to these five mobile units, the Colleges Branch designed special tool or equipment kits for the Uranium City area. These kits enabled the Colleges Branch to offer carpentry, electrical, welding, and small motor

courses to fly-in settlements and/or remote communities.

The basic delivery system for all continuing education classes was one where in consultation with the Adult Education Committees and other agencies involved, the Program Supervisor evaluated the training needs and then initiated the action for the purchase and implementation of the training courses. Support services were provided by the program consultants, placement officers and other agencies as requested. Coordination with other branches, such as economic development and project management, was undertaken as a means of developing a united approach toward the economic and social development of the north.

Finally, the program supervisor established a course evaluation process which involved the instructor, the students, and the adult education committee.

However, there were still programs which some northern residents desired which were not offered in the north. These were post-secondary programs such as a trade, technology, or university programs. In 1974, a new program was established, Northern Careers Program, which provided funding for northern residents to take these programs in the south. In the summer of 1974 twenty people were accepted by this Colleges Branch sponsored program and were attending a variety of institutions within the province, and some outside of the province.

Placement Service

The placement program was established in July, 1973. Placement services acted to coordinate job availability with the work force and to ascertain the training required to better utilize the existing northern labour force. The placement offices were also to help graduates of skill courses find employment. By the end of the 1973-74 fiscal year, a total of 271 persons were placed in jobs through the Placement Service -- 143 industrial, 34 commercial, and 94 government (DNS Annual Report, 1974-75).

The number of placements increased from 271 in the 1973-74 fiscal year to 1131 in the 1974-75 fiscal year. Part of this can be attributed to the fact that there was only one placement officer in the Colleges Branch in the 1973-74 fiscal year whereas there were five in the 1974-75 fiscal year--one coordinator plus one placement officer in each of the four Colleges Branch districts.

Program Funding

The Colleges Branch operated all of its programs under one or a combination of the following plans:

(1) Canada Manpower Training Program (CMTP)
The Colleges Branch administered the delivery of programs funded by Manpower. The costs were 100% recoverable from the Department of Manpower and Immigration. The courses were open to any resident of Canada. Trainees were chosen by a Manpower counsellor.

(2) Federal Provincial Indian Program (FPIP)
The Colleges Branch administered the delivery of the program, with the costs 100% recoverable from

the Department of Indian Affairs and Northern Development. The courses are open to any person of treaty Indian status. Trainees were chosen by the Adult Education Committee.

(3) Northern Training Program (NTP)
The Colleges Branch administered the delivery of the program which is funded 100% by DNS. The courses are open to any resident of northern Saskatchewan.

Adult Education Committees

The purpose of adult education school committees was to have each community actively involved in adult education. The Colleges Branch deemed "it advisable to give the communities a large amount of the responsibility in determining the type and direction of adult education" (DNS Colleges Branch Report to Department Heads, December 10, 1973: Section 4) (See figure 9). The Colleges Branch, through the Program Supervisors, assisted each community to form an adult education committee. In the initial stage the following guidelines were proposed to the committees.

Membership: The committee should represent and speak for the whole community, accurately reflecting the desires and concerns of the members of the community.

Duties:

1. Screen candidates for training and determine the rate of living allowance. In courses sponsored by Canada Manpower (OTA), the Manpower counsellor is the approving authority
2. Assist in locating reasonable accommodation in which to hold the classes
3. Assist in locating reasonable accommodation for the instructor
4. Assist in locating suitable instructors for the course

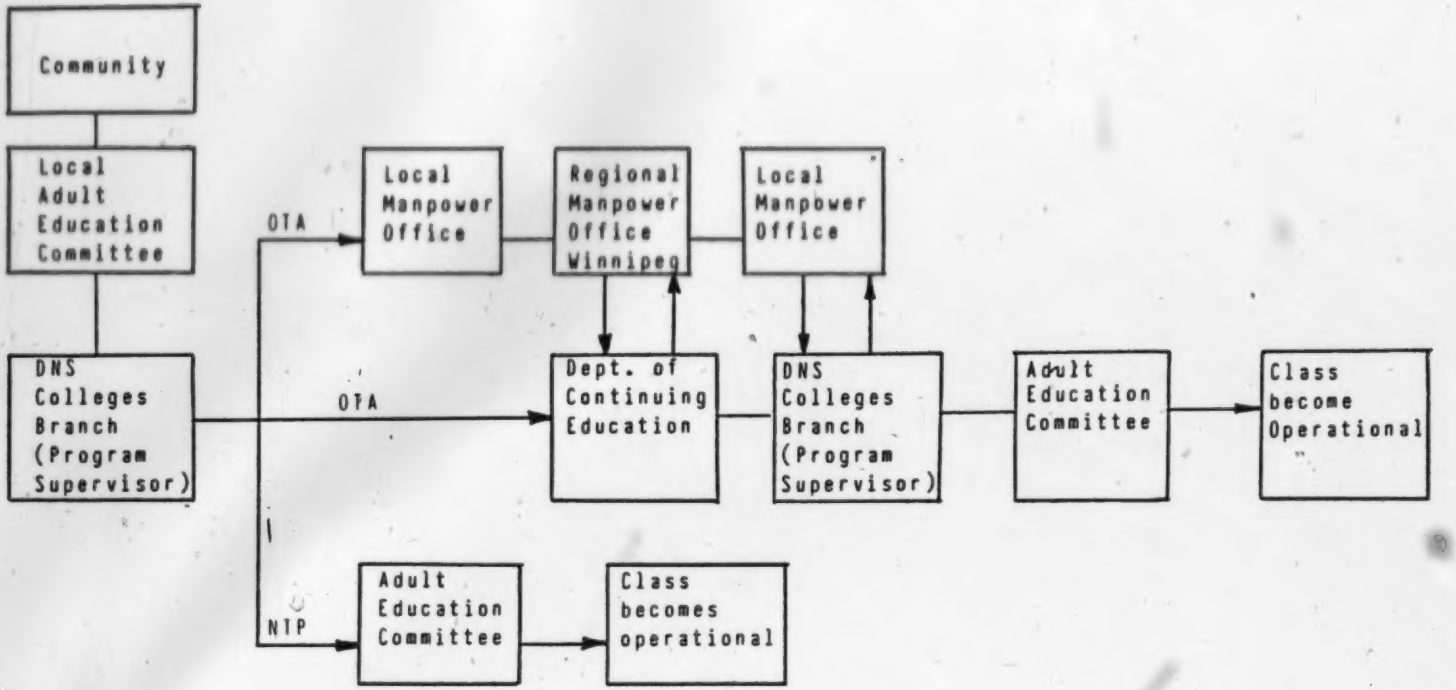


Figure 9. How a Program Gets to a Community

Source: DNS, Colleges Branch Status Report, 1973-74

5. Assist in evaluating the course, attempting to strengthen and improve it.
6. Work in cooperation with the Colleges Branch to improve the quality of adult education.
7. Establish guidelines and policies for attendance and discipline. (DNS Colleges Branch Report, December 10, 1973:Section 4).

In 1974, the following communities had adult education committees:

East Side: Sandy Bay, Pelican Narrows, Cumberland House, Southend.
West Side: Buffalo Narrows, Ile a la Crosse, Turner Lake, Green Lake, Beauval, Dillon, Patuanak, La Loche, Cole Bay, Canoe Lake.
Athabasca: Uranium City, Black Lake, Fond du Lac, Stoney Rapids, Cansell Portage, Wollaston.

Community Colleges

The Report of the Minister's Advisory Committee on Community Colleges (Faris, August 1972:55) recommended that "pilot projects, geographically distributed throughout the province, be initiated as soon as possible." The Report also went on to recommend the following with regard to the north:

> The committee recognizes that special circumstances prevail in northern Saskatchewan. Because of the unique nature of the organization, programs and relationships which will be required, it is recommended that at least one of the pilot developments be located in northern Saskatchewan (Faris, August, 1972:35).

As a result of the above recommendations, the La Ronge Regional Community College was established in May, 1973, as one of the province-wide pilot projects, to determine the feasibility and implementation problems of community

colleges. As such, the La Ronge Regional Community College was responsible to the provincial Department of Continuing Education in Regina during the first year of operation of the Colleges Branch. The La Ronge Regional Community College had an autonomous board and was responsible for programming in the Central area in northern Saskatchewan. The Colleges Branch was responsible for direct delivery of courses in the other three areas in northern Saskatchewan.

Fiscal responsibility for the operation of the La Ronge Regional Community College was assumed by the Colleges Branch, April 1, 1974. The La Ronge Community College, although it had an autonomous board created by legislation, was to coordinate its planning with the Colleges Branch and the Economic Development Branch. In addition, when requested, the Colleges Branch was to offer consultative support in such areas as "professional and program development as well as placement of trainees" (DNS, Annual Report, 1973-74:28).

"Prior to this date, there was confusion as to where the Community College responsibility resided, with a conflict between the actual and agreed to tranfer of the function" (DNS, Colleges Branch and the Community College Concept, January 2, 1975:2).

Two of the initial objectives of the Colleges Branch (College Branch Report to Department Heads, December 10, 1973) were "to provide funding and consultative support for

Community College programs" and "to initiate the development of additional Community Colleges in Buffalo Narrows and Uranium City."

With regard to the second objective, the Colleges Branch in October, 1973, via DNS, requested funds for the development of two additional Community Colleges at Uranium City and Buffalo Narrows to become operational by Fall, 1974.

The Budget Bureau turned the request down and instead suggested that it would be economically expedient to establish only one Community College in the north, with satellite offices in other major areas. Therefore, the Budget Bureau recommended the following:

1. That the proposed Community Colleges in Uranium City and Buffalo Narrows be satellite offices of the already existing La Ronge Community College, rather than autonomous colleges with their own boards.
2. The La Ronge Community College Board be expanded to include representatives from Buffalo Narrows and Uranium City.
3. Funds be approved for operation of satellite offices in Uranium City and Buffalo Narrows.
4. That the La Ronge Regional Community College be renamed to encompass all of the North. (Excerpt from minutes of a meeting of Treasury Board held on October 4, 1973).

The Budget Bureau's recommendations in October, 1973, put on hold the Colleges Branch's objective of developing Community Colleges in Uranium City and Buffalo Narrows for the 1973-74 fiscal year. In May 1974, the Colleges Branch in its Branch Report, concerned itself with developing plans for vocational centres at Uranium City and Buffalo Narrows.

The Colleges Branch was not giving up on the concept of establishing two more Community Colleges in northern Saskatchewan. The Budget Bureau had said that the concept would be considered during the 1974-75 review of DNS budget. The Colleges Branch during the fall of 1974, set up Community College Development Committees in each of the three administrative districts; West Side, East Side, Athabasca, and made the Program Supervisor in these districts Community College Developers.

The Colleges Branch had an outlined strategy for the development of community colleges. Phase I, 1974, was to assess the potential for a community college in each area and lay the basic groundwork by having a Community College Development Committee and Community College Developers. Phase II, 1975, was to develop the Community Colleges and appoint board members, May 1, 1975; appoint the principal and support staff by July 1, 1975; and have the Community Colleges operational by September 1, 1975. As a result of this, it was proposed that Colleges Branch be reorganized to fit in with Community College concept. (DNS, Colleges Branch, Development of Community Colleges and the Colleges Branch, 1974).

Target Population

The primary target population was those of Indian ancestry, living in northern Saskatchewan and comprising

more than 90 percent of the population. The Indian- Metis population totalled 23,180 based on 1974 Saskatchewan Hospitalization records. The Indian-Metis population for each of the administrative districts was as follows: East - 6,214, West - 7,133, LRRCC - 6,076, North - 3,757 (Work Program: Colleges Branch, 1976:6).

SUMMARY

This chapter has described the establishment of the Colleges Branch in the context of the Department of Northern Saskatchewan and in the context of the demographic realities of the north. As had been previously stated, the first year of the Department of Northern Saskatchewan was one of introducing the philosophy of responding to the northern communities and facilitating socio-economic development in the remote communities to the new staff and the new branches. Accordingly, the role of the Colleges Branch was to deliver programs which supported socio-economic development in the northern remote communities.

The demographic reality which the Colleges Branch had to immediately deal with was that the majority of the target population lived in small isolated remote communities where the main economy was the traditional pursuits of the fur trade, that of trapping and fishing. There was a push from the Department of Northern Saskatchewan to get something visible into these communities immediately. As a result of

this political pressure, the Colleges Branch's immediate problem was that of an appropriate delivery system. The Colleges Branch responded with mobile training units and learning packages. There was another demographic and cultural factor which influenced not only the type of structure the Colleges Branch developed, but also the types of programming delivered by the Colleges Branch. Saskatchewan's north differed from the northland areas of the other provinces markedly with its preponderance of people of native ancestry. Over 75% of the people living in Saskatchewan's north were Indian and Metis, whereas they did not even constitute a majority in any of the other provinces. In addition, the majority of this target population for programming by the Colleges Branch spoke Cree or Chipeweyan as their first language, and northern Saskatchewan had the lowest grade level of education in Canada, less than grade three (Battiste and Barber, 1969:5). The Colleges Branch's second immediate priority was that of developing and initiating programs appropriate to the communities because of their cultural differences and their low educational level. This resulted in mainly adult basic education and literacy programs as well as life skills components in basic job readiness programs. This even branched out into counselling and an emphasis on job placement as well as basic home management courses. Therefore, there was also a social development aspect in

programming.

The Colleges Branch's skill training was of a general nature to enable northern residents to take advantage of existing jobs in mining and forestry industries, and of new construction jobs coming on stream as a result of the Department of Northern Saskatchewan's massive intervention in the north. This was the Colleges Branch's supporting role for the Department's economic development phase at this time.

The Colleges Branch found direct delivery of programs over such a large geographical area difficult, and as a result decentralized administration to regional offices in the three newly created regions. The Department's policy of responding to the communities was carried out by the Colleges Branch when it actively promoted the establishment of contact committees in the community to increase community involvement so that programs would meet the needs of the communities.

Finally, the Colleges Branch became involved in the promotion of community college development. This would be the beginning of a phase towards further decentralization of programming in the future.

All of the above were factors in the establishment of the Colleges Branch.

Chapter 6

REDEFINITION OF AN ORGANIZATION FOR CONTINUING EDUCATION IN NORTHERN SASKATCHEWAN

In Chapter 5, examination was made of the establishment of the Colleges Branch in 1973 as an organization for continuing education in northern Saskatchewan. The purpose of this chapter is to examine how the Colleges Branch changed from an establishment phase to that of a developmental phase in the overall developmental plan of the Department of Northern Saskatchewan. The bulk of the chapter is taken up with a description of the Colleges Branch's changes with regard to official goals, objectives, and programs; and also of the events and factors which influenced these changes. Emphasis is on the period from 1975 -1982.

FIRST REDEFINITION - COLLEGES BRANCH 1975 - 1976

In early 1974, the Colleges Branch's 1974-75 budget requests were approved, but frozen by the Treasury Board pending an evaluation of the effectiveness of the Colleges Branch's programs. This signalled that the first phase of establishing an organization for continuing education, the Colleges Branch, was complete. It also signalled that the next phase that of a redefinition of the Colleges Branch in terms of the community college system and in terms of

programming, was about to begin. This first redefinition would take place from 1975 to 1976 and result in the Colleges Branch becoming the Northern Continuing Education Branch.

In the fall of 1974 the La Ronge Regional Community College was responsible for programming in one of the four administrative districts, and the Colleges Branch was responsible for direct delivery of programs in the other three. There was a need to clarify the relationship between the Colleges Branch and the Community College(s). The Colleges Branch's mandate was vague, especially with regard to community colleges, and therefore also needed clarification. There was ambiguity as to whether the Colleges Branch was to be a delivery agent for programs in the north, or a support system for the community colleges (McArthur Interview, January 1984).

The Colleges Branch in early 1974 had moved to institutionalize the program supervisors' offices in the administrative districts. This meant that the Colleges Branch would have continued to manage direct delivery of programs in these areas. However, in October, 1974 the Minister of the Department of Northern Saskatchewan, Ted Bowerman, and his Deputy Minister, Dave McArthur, decided that the Department, through the Colleges Branch, should proceed with the development and establishment of Community Colleges in the north. Therefore, in order to redefine the

Colleges Branch in terms of the community college system, the Deputy Minister requested that reports be prepared dealing with the following:

(a) The present status of the Colleges Branch and the development of Community Colleges in the north.
(b) Time frame for the establishment of community colleges in the north.
(c) The relationship between the Branch and Community Colleges.
(d) Re-organization of the Colleges Branch to deal with this new relationship.

Status

With regard to the first requested item, at this time there were regional offices at Buffalo Narrows, Uranium City, and Creighton. There were 30 Educational Committees set up under the umbrella of local government, and some of the groundwork for community colleges in Buffalo Narrows and Uranium City was already underway. The La Ronge Community College was "progressing in a satisfactory manner" and "would be ready to assume a much greater role responsibility in the immediate future" (DNS, Development of Community Colleges and the Colleges Branch, November, 1974:2).

In retrospect, the Colleges Branch had asked for funds for the development of community colleges at Uranium City and Buffalo Narrows in their first 1973-74 fiscal year budget on October 4, 1973. Treasury Board recommended to the Cabinet that funds for the development of community colleges be refused at that time and be considered during

review of the 1974-75 Budget. Plans were laid in the 1974-75 Budget for an extension of the Community College concept to include the entire north. This was deleted from the Budget by persons unknown. Consequently, the Branch began its second season as the delivery vehicle for adult education courses in the north (DNS, Colleges Branch and the Community College Concept, January 2, 1975:2).

After approval had been given by the Minister of Northern Saskatchewan to proceed with community college development, the Colleges Branch drafted a submission to the Deputy Minister of Northern Saskatchewan stating that the Colleges Branch was "fully prepared to initiate formal action to develop additional community colleges" and that each district had a program supervisor who could act as the college developer for that area (DNS, Colleges Branch and the Community College Concept, January 2, 1975:7).

There appeared to be a consensus that a minimum of two additional community colleges would be established: West Side (Green Lake to La Loche) and Athabasca (the region above the 57th parallel). However, the East Side was not clear cut. Sandy Bay was considering either joining the La Ronge Regional Community College or being part of an East Side college. Cumberland House was connected by 100 miles of road to Nipawin, and with the advent of the Nipawin College, there was the possibility that Cumberland House might want to join them. Southend and Kinoosao were

scheduled to join the La Ronge Region Community College. Therefore, developmental work had "to be undertaken to assess the wishes of the residents on the East Side" (DNS, January 2, 1975).

Time Frame

As requested, the Colleges Branch submitted the following time frame for the establishment of community colleges in the north:

(1) Approval to initiate action and branch re-organization: January, 1975.
(2) Orientation: early February, 1975.
(3) Series of community meetings: February, March, and April, 1975.
(4) Appointment of board members: May 1, 1975.
(5) Selection of principal and staff: June 1 or July 1, 1975.
(6) Operational and programming: September 1, 1975. (DNS, November, 1974:3)

Relationship Between the Colleges Branch and Community Colleges

The Colleges Branch was based on a philosophy of providing educational opportunities and equal but unique levels of training to northerners in their own communities. The Colleges Branch was also based on the principle of involving the communities in determining the kinds, direction, and levels of adult education programs appropriate to their expectations. Therefore, the implementation of the community college concept was a logical extension of the Colleges Branch's philosophy.

With regard to the third requested item, the Colleges Branch's redefinition of its role in terms of the community college system would be that "the Branch ceases to function as the sole delivery system and assumes an administrative and consultative role, providing financial and technical support to the community college system" (DNS, January 2, 1975:3).

The above, theoretically, was the goal, but the development of the north was to be coordinated by the Department of Northern Saskatchewan and hence, the Colleges Branch and now the community colleges would have to fit into the general development plan. Therefore, a rider was added that due to the philosophical and practical limitations of the community college system, the Colleges Branch would retain operational jurisdiction over certain kinds of programming that involved the entire north, or the province (DNS, January 2, 1975:4).

Examples of programs which were of concern to the north as a whole and not to a particular individual community were teacher training, mining technology and related trades, electronics, and business management. It was felt that the community college concept did not extend to this level in that the needs for these kinds of programs did not stem from individual community needs, but from a much wider recognition of "the need for employable and transferable skills in the northern provincial, and national labour

market. These were the legitimate concerns of the Government of Saskatchewan" (DNS, January 2, 1975:4), especially the Department of Northern Saskatchewan which was responsible for the development of economic opportunities and a trained labour force capable of filling existing and future job opportunities in northern Saskatchewan. In addition, the Colleges Branch would retain authority over all industrial or on-the-job training activities.

It was recommended in the submission to the Deputy Minister (DNS, January 2, 1975) that there be two levels of continuing education in the north:

(a) community college level
(b) provincial level

The community college level would consist of special interest, social demand or informal learning activities, some kinds of pre-employment training, all academic related courses, and skill courses that have local employment or utilization potential such as carpentry, short business management courses, home management, and small motor repair.

In the case of the provincial level of continuing education, the Colleges Branch would not deliver the courses directly. The courses would be offered through a centralized institute capable of providing pre-employment classes uniquely designed for northern residents and geared to employment in the north.

The purpose of the two levels of training was to enable both objectives to be met -- serving the communities' individual needs and serving the growing employment aspirations of northern people.

It was also proposed that the concept of the community college in the north be revised. In the north, the philosophical concept of the community college broke down because of a number of factors:

(a) lack of facilities and local personnel
(b) because of this, a centralizing tendency develops
(c) conflict between satisfying community demands as opposed to employment and labour demands
(d) rising level of community expectations for more continuous pre-employment training (DNS, January 2, 1975).

With regard to the Deputy Minister's third requested item, that of the relationship between the Colleges Branch and the community colleges, the community college was also to have a new role. Because of the lack of vocational and post-secondary opportunities in the north, the community college was given the responsibility for a number of pre-employment courses and all other courses leading to pre-employment courses (The southern community colleges did not have this resposibility). Each community college was to receive a grant from the Department of Northern Saskatchewan via the Colleges Branch to cover basic administration costs and to enable the offering of social demand courses. The community college would contract with the Colleges Branch to deliver basic education and

other courses under funding plans from C.M.T.P., N.T.P., and F.P.I.P. The Colleges Branch would retain control over budgetary functions including payment of students, curriculum development, and standards for the courses. The community college would have autonomy in course offerings including kinds, levels, locations and staffing of courses (although the Colleges Branch would be responsible for negotiations with Canada Manpower). Therefore, the Colleges Branch would budget for all courses such as basic education, skill training, and training opportunity programs, especially those for which training allowances were paid either by Manpower or by the Department of Northern Saskatchewan. Then, the Colleges Branch would negotiate with each college to achieve a level of training considered in the best interest of northern Saskatchewan.

The implications of all this was that the Colleges Branch would move out of the direct administration of courses. The hiring of teachers, provision of equipment, and all tasks related to delivery of courses was to become the responsibility of the individual college. The Colleges Branch was to become supportive of community colleges in the provision of specialists in subject areas, and become a coordinating agency. (This would happen only after a community college was in place.)

In the south, a Department of Continuing Education employee, the field representative, was assigned to each

community college. The field representative role seemed somewhat in conflict with the role of the college board and principal, and often resulted in anger and suspicion between the community college and the Department of Continuing Education. It was proposed that, to avoid this type of conflict, no field representative be appointed to the northern colleges regions. La Ronge did not have a field representative assigned to it. It was proposed instead that a Colleges Branch employee be appointed ex-officio to each board. The purpose of this was to provide an effective formal method of liaison with the community college, an arrangement which gave the Colleges Branch input and allowed the receiving of the community college's suggestions without causing the animosity aroused by the position of field representative. (This appointment of a Colleges Branch employee to a community college board did not take place. Liaison with the community colleges was accomplished through the process of meetings between the community college boards and Colleges Branch staff.)

Consultation took place during the winter of 1975-76 between the Colleges Branch and the La Ronge Community College to amend the Community College Regulations to recognize the transfer of responsibility to the Department of Northern Saskatchewan. Later additional regulations would be added to account for the unique position of northern colleges.

Colleges Branch Reorganization

The Colleges Branch in 1974-75 had unofficially been divided (without Budget Bureau's approval) into two semi-autonomous divisions: the Continuing Education Division which was responsible for classroom style education, as well as liaison and support to the La Ronge Regional Community College; and the Industrial Training Division which was responsible for the Training Opportunity Program, Placement Service, the Northern Careers Plan, and On-The-Job Training. Part of this was the result of the Colleges Branch not having a Director from January, 1975 to October, 1975. The Coordinators of these two Divisions, Don Parsons and Jack Bell, were both responsible for the administration of the Colleges Branch during this period. This unofficial organization of the Branch changed when Jack Bell became Director on October 10, 1975. It also changed as a result of the official push for the development of community colleges within the Northern Administration District, which resulted in the Colleges Branch shifting from college type programming to manpower development programs. In keeping with this shift in emphasis, the Branch was renamed Northern Continuing Education Branch (Department Memo, M.L. Hereaux, Acting Deputy Minister, Department of Northern Saskatchewan, October 10, 1975).

The Northern Continuing Education Branch had two divisions, (see figure 10). First, the Colleges Division

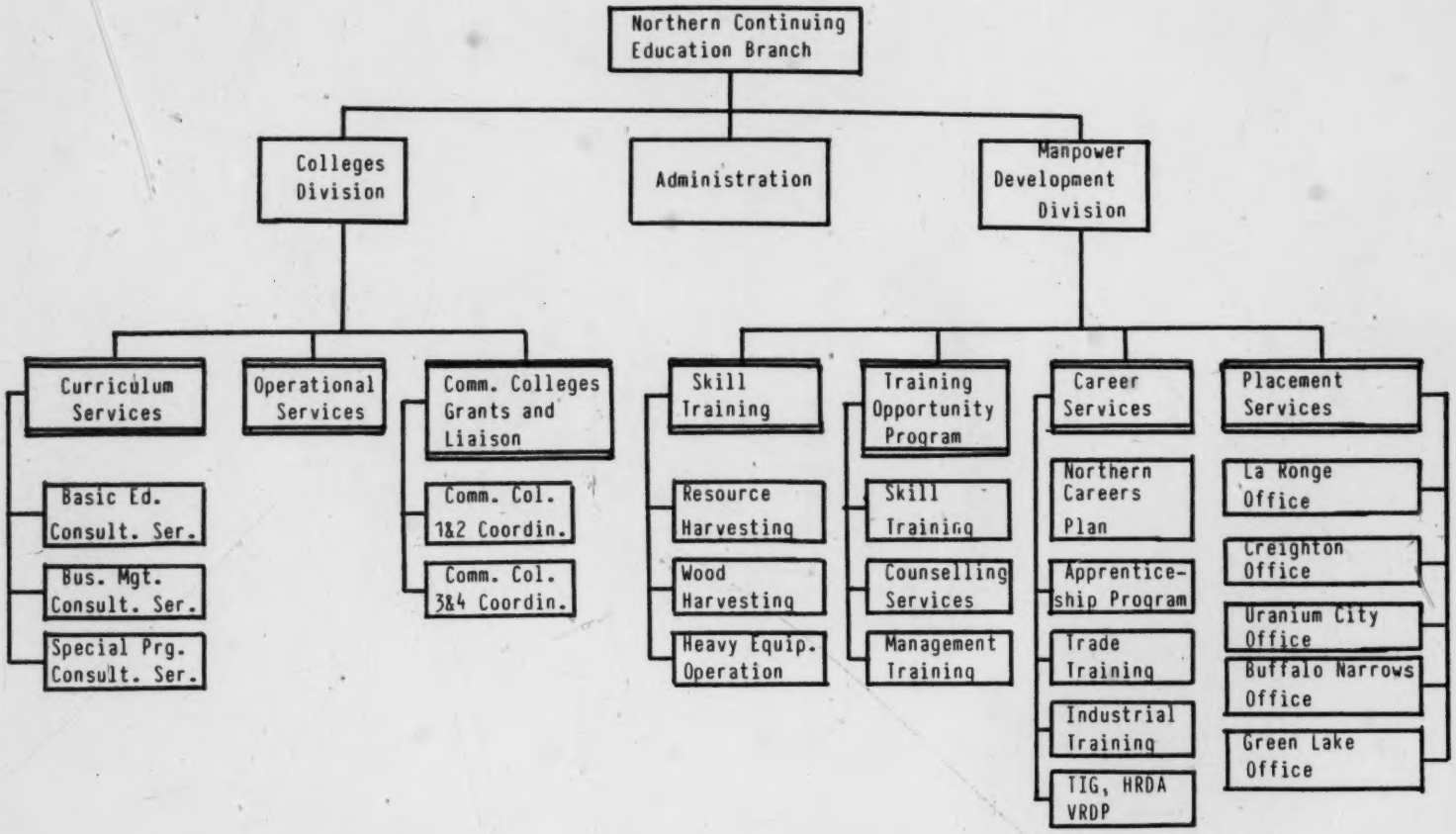


Figure 10. Northern Continuing Education Functional Organization Chart, 1976-77

Source: DNS, Northern Continuing Education Work Program for Fiscal Year 1976-77

was responsible for the classroom type programs such as Basic Education, Skill Education, and Special Interest Classes; for the provision of curricular and course expertise as well as instructional assistance to the instructors in the field; for the provision of liaison and assistance to the autonomous La Ronge Community College, and for the initiation of the development of community colleges in the other administrative districts. (However, the Colleges Division would still be in direct programming for a great number of years until the community colleges became established in the north.)

The Manpower Development Division, so named to reflect this change in emphasis, was responsible for the Placement Services, the Northern Careers Plan, On-the-Job Training and the Training Opportunity Program. The main change was that this division was putting a new emphasis on trades. The reason was to alleviate the shortage of qualified tradesmen in the north; therefore, an apprenticeship training program was instituted in the latter part of the fiscal year. Under a special agreement with the Department of Labour, an apprenticeship supervisor for Northern Saskatchewan was added to Northern Continuing Education Branch staff. This agreement allowed the Branch "to more effectively coordinate trades training with the Provincial Apprenticeship and Trades Qualification programs, as well as to make these programs more accessible to northern

residents" (DNS Annual Report, 1976-77:23).

In summary, this first redefinition resulted in the Colleges Branch being renamed the Northern Continuing Education Branch and being reorganized into two divisions, Colleges and Manpower, thereby reflecting the change in emphasis from that of establishing the Branch to that of developing community colleges and promoting trades training. This would affect the objectives, activities, and programs of the Branch.

Factors Influencing these Changes

This first redefinition of the Colleges Branch was mainly the result of political factors. The Department of Northern Saskatchewan, through its Deputy Minister, decided that the Colleges Branch needed to be re-evaluated in terms of its role in the community college system. This resulted in the establishment of the Colleges Division (in the structure of the newly named Northern Continuing Education Branch) which then became responsible for community college development in the north. The other political influence for re-evaluation and hence redefinition came from the Provincial Treasury Board which froze the budget of the Colleges Branch pending the evaluation of the effectiveness of the Colleges Branch's programs with regard to the obtaining of employment. This resulted in the establishment of a Manpower Development Division in the Northern

Continuing Education Branch which signalled a shift in emphasis to the trades and apprenticeship. This was also the result of an economic factor, in that there was a shortage of qualified tradesmen in the north.

No changes were influenced because of social or cultural factors. There was still a need for Adult Basic Education because of the low educational level prevalent among northern residents. There was also still a need for Basic Job Readiness Training and Basic Skill Development Training because of the socially and culturally different experiences and priorities of the people living in the remote communities in the north. The remote communities were still areas of high unemployment, where the traditional pursuits of the fur trade era still played an important role in the social, cultural, and economic lifestyle of the people.

CONTINUING EDUCATION IN NORTHERN SASKATCHEWAN, 1975 - 1979

The Colleges Branch became the Northern Continuing Education Branch in 1976 as a result of being redefined in terms of the community colleges system and in terms of programming emphasis. However, there would be a second redefinition of the Branch brought on by developments and events which took place in northern Saskatchewan. The purpose of this section is to examine these developments and events, with regards to community college development and

programs, in order to provide a background for the second redefinition of the Branch.

Community College Development

As a result of the Budget Bureau's request in 1974 for an evaluation of the effectiveness of the programs for the first year of operation and the need for a re-evaluation of the Colleges Branch with regard to establishing a Colleges System in the north, the Colleges Branch moved from the initial phase of establishment to the next phase of development. Community College development in the north started when it was decided in the fall of 1974 by the Minister and Deputy Minister of the Department of Northern Saskatchewan that the Colleges Branch should proceed with the development and establishment of community colleges in the north. This resulted in submissions in November,1974 and January,1975 to the Deputy Minister by the Colleges Branch. Because the philosophy of the Department of Northern Saskatchewan was to involve the local people in the development and direction of the program in the north, McArthur, the Deputy Minister, wrote a letter (January 2, 1975) to the Northern Municipal Council confirming that it was the intention of the Department of Northern Saskatchewan to place the highest priority on the establishment of a regionally based college system throughout the north. McArthur believed that one of the most important aspects of

introducing the community college concept into communities was the development process itself. McArthur pointed out the importance of community college development work in the communities prior to the actual establishment of a community college when he advocated that there was "a need to help people and communities come to understand the basic concept, and to initiate and encourage the involvement of a people and communities in all aspects of planning and implementation" (Correspondence, McArthur to Northern Municipal Council, January 2, 1975).

The Department of Northern Saskatchewan via the Colleges Branch was to make available funds to employ a staff of community college developers, who would work with the northern people and northern communities to develop community based colleges consistent with the established basic aims and objectives for community colleges. However, this development was to be done under the supervision of a committee representing the people of the north in order to ensure that DNS and these developers carried out their tasks in accordance with the wishes of northerners, and in accordance with the basic community college concept. McArthur proposed that this developmental stage be placed under the direction of a small Northern Community Colleges Development Committee (Correspondence, McArthur to Northern Municipal Council, January 2, 1975).

It was initially proposed that a five member committee be appointed as follows:

(a) one appointee of the Northern Municipal Council
(b) one appointee of the Northern School Board
(c) one appointee of the La Ronge Community College Board
(d) one appointee from the Department of Continuing Education, Regina
(e) one appointee from the Department of Northern Saskatchewan

In April 1974, appointees from DNS Colleges Branch, the Metis Society of Saskatchewan, and the East Side were added to this Community Colleges Development Committee (CCDC), for a total of seven. An offer was made to the Federation of Saskatchewan Indians (F.S.I.) also to have an appointee on this committee. However, there never was a representative from the F.S.I. because they had other plans which would retard the development of community colleges in the north for years. As a result of initiation by the Colleges Branch, the Community College Development Committee was formed on February 18, 1975, for a term of one year (Background: Lieutenant Governor in Council March 15, 1975). It was decided that there would be three community colleges developed -- in the West Side, East Side, and Athabaska regions. The committee was to work toward the establishment of a system of regionally based colleges, select community college developers and provide supervision and support to the developers. A list of the duties and responsibilities of both the Community Colleges Development Committee and the

community colleges developers was drawn up at a CCDC meeting in April, 1975 (see Appendix D). The developer's role was to ensure that each community was fully informed and had input into the developmental process, and to facilitate the development of a community college structure.

In June, 1975, the role of the Colleges Branch became clearer. At a meeting of the Community College Development Committee, it was suggested that one Colleges Branch staff member be retained in each college area, for the following:

- liaison between community college and Colleges Branch
- assist in Canada Manpower and Northern Training Plan planning and negotiation for courses
- provide core curriculum development assistance and coordination if required
- promote administrative support.

In June, 1975, a staff member of the Colleges Branch was made coordinator of the community college developers. This resulted in the Colleges Branch enumerating new objectives for its Continuing Education Division because this division in reality functioned in support of the community colleges and therefore had to be accommodated within that structure. This resulted in the Colleges Branch renaming its Continuing Education Division, the Community Colleges Division. The Colleges Branch in June, 1975, listed the following general objectives of the Community College System:

1. Maximize learning opportunities for northern adults through a decentralization of formal adult learning activities and the organization of programs at a community and regional level to satisfy the

learning needs as expressed by the residents of that region.
2. Provide an alternate vehicle for Northern residents to maintain a viable culture and tradition.
3. Programs are to be developed in response to the expressed concerns of a community which has identified and assessed its needs.
4. Individual and group counselling are to be provided in the establishment and achievement of learning and educational goals (DNS, Colleges Branch, June 1975).

In relation to the above principles of the community college system, the Colleges Branch listed the following general objectives of the Colleges Branch's Community College Division:

1. Provide a level of funding that will adequately enable the Community College system to fulfill its objectives.
2. Provide a level of funding to enable northern residents to partake in formal and informal learning opportunities comparable to the south.
3. Facilitate a level of public participation in the Community College system as requested by Northern residents.
4. Facilitate the transfer of all Divisional programs and support activities to the College system.
5. Provide a coordinating vehicle to the College system to ensure that adult learning needs in the North as a whole are being met.
6. Identification of manpower training needs and bringing to the attention of the Colleges.
7. Annually review the Colleges' budget and make recommendations.
8. Develop a mechanism for evaluation of the Community College system and facilitate evaluative activities as required (DNS, Colleges Branch, June, 1975).

The community colleges developers were holding meetings in the various communities and keeping the Community Colleges Development Committee up to date. The Colleges Branch was attending major meetings addressing such issues

as which community college Cumberland House would join (Minutes, Public Meeting Cumberland House, July 27, 1975) (Correspondence: Cumberland House College Committee to Principal, Community College in Nipawin). In September, 1975, the developers were soliciting names of people for board members to be appointed for each community college. The developers were also accepting proposals from the East Side, West Side, and Athabaska with regard to college boundaries. In October, 1975, a document was sent to the Local Community Authorities (LCA) offices in Buffalo Narrows and Beauval soliciting a proposal with reasons why either Beauval or Buffalo Narrows should be the location for the central office of the proposed West Side Community College. Buffalo Narrows showed little interest whereas Beauval had 638 out of a possible 640 signatures on its proposal. In addition, Beauval had all the committees in the southern portion of the Community College District send documents with signatures supporting Beauval as the location for the central office. The college developers' recommendations supporting Beauval were sent to the Minister of Northern Saskatchewan via Northern Continuing Education in November, 1975.

However, this flurry of community college development came to a halt as a result of a letter from the Federation of Saskatchewan Indians to the Department of Continuing Education in Regina, stating that "It is imperative that no

delivery of training programs be undertaken by the Province to the Reserves" and that "the Saskatchewan Indian Cultural College will identify and deliver the programs to the Reserves" (Correspondence: Chief Dave Ahenakew, Federation of Saskatchewan Indians to L.A. Riederer, Director of Community Colleges, Department of Continuing Education, September 16, 1975).

The Colleges Branch immediately sent copies of this letter along with a letter of their own to the Chiefs on northern Reserves stating: "To comply with the F.S.I. wishes, we are requesting your official written permission before we can provide additional adult education services to your areas" (Correspondence: Don Parsons, Colleges Branch to northern Chiefs, October 10, 1975).

The Minister of Northern Saskatchewan met with the Community College Development Committee on December 15, 1975 in La Ronge and indicated that no further development would take place regarding new community colleges pending further negotiations with the Federation of Saskatchewan Indians. The Minister of Northern Saskatchewan also indicated that no decision had been made regarding past plans to have three new community colleges in operation by September, 1976. Community Colleges Development was at a standstill (Community Colleges Development Committee, December,1975 Report). However, a letter from the Community Colleges Development Committee to the Minister of Northern

Saskatchewan stated:

> the C.C.D.C. still feels that the West Side has a large enough non-treaty user population to warrant going ahead regardless. Of a total over 15 population of 3506, only 818 are Treaty Indians. Most of whom reside in the four communities of Dillion, Patuanak, Turnor Lake, and Canoe Narrows--we would appreciate it if you would take action on this recommendation as well as an earlier one regarding a central location for the West Side (Correspondence: Mrs. Gill Gracie, Chairperson, C.C.D.C. to Honorable G.R. Bowerman, December 22,1975).

On February 17, 1976, an Order-In-Council established the Saskatchewan Indian Cultural College as a Community College having jurisdiction for Treaty Indians on reserves and on crown lands for the whole province. This affected programming by Northern Continuing Education in that the number of courses offered was reduced.

In a meeting on March 4, 1976 at Prince Albert of representatives from the Saskatchewan Indian Cultural College, the Department of Northern Saskatchewan, the Department of Indian Affairs, and the Northern Continuing Education Branch, it was recommended that:

(a) DNS proceed with the establishment of a community college on the West Side immediately,
(b) DNS hold on development of community colleges on the East Side and the Athabaska areas for one year, until it is determined what the structure and the implications of the SICC in the north will be.

By Order-In-Council 1126 dated August 3, 1976, the West Side Community College was established as a legal entity, with headquarters in Beauval, having jurisdiction over the area encompassing La Loche, Patuanak, Buffalo Narrows,

Ile-a-la-Crosse, Beauval, Green Lake and surrounding communities. On November 16, 1977, the principal, Morris Onyskevitch and the Secretary-Treasurer, June Garvey, were appointed. In January, 1977, the College began to offer courses in its own right by assuming courses previously offered by the Northern Continuing Education Branch and by embarking on new courses of its own.

The Northern Continuing Education Branch maintained a West Side Program Coordinator headquartered in Buffalo Narrows. The role of the Coordinator was to provide assistance and advice to the Community College board, and to deliver other Northern Continuing Education programs on the West Side. These programs included Northern Careers Plan, Apprenticeship and Trades Qualifications, JOIN, Career Counselling, and Northern Training Plan. Also, the program Coordinator maintained an ongoing liaison with the Federal Department of Manpower.

Community college development had been put on hold during the 1977-78 fiscal year as a result of the creation of the Saskatchewan Indian Community College. Northern Continuing Education, therefore, was still directly delivering programs to the Athabasca and East Side areas. In order to get out of this direct delivery aspect, and hence competition with the other two community colleges, Northern Continuing Education proposed that effective September, 1978, the areas served by the two community

colleges be expanded to include the Athabasca and East Side--at least until Community Colleges were developed there (DNS - Northern Continuing Education Branch Correspondence, March 29, 1977).

After considering this proposal, Bowerman, the Minister of Northern Saskatchewan, decided that no expansion should be undertaken during the fiscal year 1977-78; however, expansion plans, as suggested, might begin effective next fiscal year. Bowerman also suggested that it did not seem reasonable to him to expand the West Side Community College to the Athabasca region, and that it might be better served by the La Ronge Community College (DNS - Northern Continuing Education Branch Correspondence, May 24, 1977).

However, neither college (LRCC or WSCC) was in any position to consider expansion at this time. The WSCC was still finding its legs after beginning operations in January, 1977, although it held promise of being a dynamic organization. LRCC was suffering from large and frequent board membership changes and a significant staff turnover. The result was that the Northern Continuing Education Branch remained responsible for the direct delivery of programs to the Athabasca and East Side areas through their district offices, located in Uranium City and Creighton respectively.

With regard to the Athabasca region, community college development came to a standstill. In fact, the Athabasca

region would never have a community college, especially since the main population centre, Uranium City, would dwindle to a population of less than 100 people after the uranium mine closed. However, two communities on the East Side, Cumberland House and Creighton, still were periodically writing to Northern Continuing Education regarding the possibility of an East Side Community College.

Northern Continuing Education in December, 1977, was in the process of preparing recommendations to the Minister of Northern Saskatchewan on further community college development for the 1978-79 fiscal year. Letters were sent out to the Local Community Associations, Local Advisory Committees, and the municipal council of Creighton requesting meetings with the different communities to discuss the concept of a community college, its implications and the following options:

(1) Continued delivery of programs by DNS
(2) Expansion of the boundaries of existing community colleges to include the East Side
(3) The creation of an East Side Community College. (Correspondence: Northern Continuing Education to East Side communities, December 20, 1977).

The only communities to respond on the East Side, with respect to delivery of adult education classes via a community college, were Creighton, Cumberland House, and Pelican Narrows. These three communities indicated a general satisfaction with the degree of involvement the communities had in planning adult programming and with

continued delivery of programs by DNS. They were not at all enthusiastic about the possibility of expanding the boundaries of the La Ronge Community College to include the East Side. Creighton was "willing to remain as they were for the time being but only with the idea of an independent East Side Community College in the future" (Minutes: Creighton Adult Education Committee meeting, March 20, 1978). As a result of poor response on the East Side, Northern Continuing Education informed the Creighton Adult Education Committee that, "consequently, until some more unanimous support for the concept is developed on the East Side, the Department (DNS) will be making no recommendations to the Minister for changing the Present Status" (Correspondence: Northern Continuing Education to Creighton Adult Education Committee, August 4,1978). Community College development on the East Side was basically put on hold until after the general election in October, 1978. The new Minister of Northern Saskatchewan, Jerry Hammersmith, on January 9, 1980 at Cumberland House, committed a North East Community College for the East Side. Eventually, the East Side would get a community college in 1982.

Programs

In 1976, even though the Northern Continuing Education Branch's role in terms of the college system would be that "the Branch ceases to function as the sole delivery system

and assumes an administrative and consultative role, providing financial and technical support to the Community College system" (DNS, January 2, 1975:3), the branch was the direct delivery agent in the three other districts. In addition, there were certain kinds of programming the Branch was going to retain operational jurisdiction over which involved the north or the province as a whole, such as business management, related trades, and mining technology.

After a hasty re-appraisal following Treasury Board's handling of the Branch's budget proposal, the Branch's responsibilities in educational programming for adults were categorized as follows:

1. Bringing about an awareness within groups of "under privileged" people that they have some control over their destiny; that they need not be apathetic; that given the tools and skills they can improve their lot in life, change their life-style, etc.
2. Career Counselling to assist those who have indicated desire to change vocations to realistically assess their own potential, and to choose a path to that potential.
3. General preparedness training--the kind of training the Branch has engaged in for the past three years. It involves upgrading of academic skills, exposure to a variety of trades that people might be able to use in their home, but more important, that they can experience to broaden their career horizons.
4. Specific skill training--aimed at
   (a) Those people who are generally prepared to enter employment.
   (b) Employment opportunities which exist for individuals or groups.

   For the most part, these will involve the introduction of specific skills to prepare individuals for on-the-job training.

   Examples
   - BJRT for specific employment opportunities (Labour

Pool, HBM&S, Eldorado, etc.)
- Mineral exploration technology for SMDC, PIP, etc.
- Surveyor and Rodman training
- Apprenticeship theory training
- Some training related to project development by Economic Development.

5. On-The-Job follow-up counselling and support
6. On-the-Job training
7. General Interest Programming--not intended to lead to employment but may enhance job skills or provide information and skills to enhance leisure hours
8. Technical and Professional Programming of the type currently offered at southern institutions (DNS: Northern Continuing Education Branch, New Direction for the Branch, April 1, 1976).

This new direction for the Northern Continuing Education Branch also pointed out that categories 2 and 4 were to be concentrated on; however, the total programming was to maintain a balance and provide some of categories 1 and 3 so that programming provided for a flow of people moving from one level of training to the next. Programming was to be evaluated on the basis of its success in making employees out of the previously under-employed or unemployed. Therefore, some general guidelines were provided in order to realize that the programming would meet the employment emphasis criteria:

(a) Retain as much local input into program decisions as is practically possible.
(b) Avoid, as far as is practically possible, the concentration of training programs at certain centres and ignoring non-growth centres.
(c) Get as much mileage as possible out of Manpower cost-shared programs to free up some funds to be applied to General Interest Programming.
(d) Communicate as much as possible with agencies responsible for employment generating activities in smaller communities so that training activity can be tied in. (DNS: Northern Continuing Education Branch, New Direction for the Branch, April 1,

1976).

With regard to Basic Education classes (category 3), these classes did not change up to 1979. They consisted mainly of Adult 0-4, Adult 5-10, and Adult 0-10, Technical 11, and Basic Job Readiness Training (B.J.R.T.), and Basic Training Skill Development (B.T.S.D.). See table 5 for the number of courses and enrollment.

One change did occur in Basic Education programming. This was with regard to delivery and funding. Canada Manpower and the Department of Northern Saskatchewan (via N.T.P.) had funded Basic Education courses, such as adult upgrading and literacy training. With the second phase of DNS development in the north, both Canada Manpower and DNS shifted their emphasis for sponsored programs from basic education to employment-orientation training and skilled trades training.

> Canada Manpower, a federal agency, is gradually raising its minimum age requirements for adult basic education (ABE) in an attempt to shift responsibility for these programs to the provincial government. The Province, in turn, is moving more and more into specific job training, with such programs as heavy equipment operators and commercial training programs (DENOSA, April 1981:8).

However, there was still a need in the communities for literacy and life skills training in order for northerners to move into trades and job-orientated training. To fill this need, the Northern Continuing Education Branch established a learning centre at La Loche in 1978-79 on an

Table 5

Summary of Basic Education Courses, 1975-79

Year	Number Courses	Enrollment
1975-76	34	492
1976-77	35	502
1977-78*	27*	387*
1978-79	33	358

* The drop in 1977-78 was due to the Saskatchewan Indian Community College coming on stream.

Note: The above courses are all double counted, that is, if a course runs through two fiscal years, it is counted in both fiscal years. For example, in 1977-78, the actual number of courses was 20 with an enrollment of 333. The carry over was 7 classes with an enrollment of 54 from the previous fiscal year 1976-77. Also of interest is the fact that of the 333 enrolled, only 161 completed.

Sources: DNS annual Reports, 1975-79
NCE Work Programs, 1975-79

experimental basis. Later, there would be ten learning centres by 1981. These learning centres were funded by the Northern Training Plan in the Northern Continuing Education Branch's budget. The learning centres were administered by the Community Colleges in the La Ronge and West Side regions, and by the Northern Continuing Education Branch in the other regions. These learning centres worked on a drop-in basis and provided an unstructured learning environment, where students would come and go on their own, work out their own programs, and progress at their own rate.

Category 2, career counselling, which was to receive emphasis, was integrated into the line structure of the Branch with an office for each administrative region (see Figure 10). This expanded initially from seven positions in 1976-77 to nine career counsellor positions in 1978-79 in the four regions (see Figure 11). These counsellors also covered category 5, that of on-the-job follow-up counselling and support.

The Northern Careers Plan provided for category 8, that of sending northern residents to southern institutions for training not available in the north. The number of northern people taking advantage of this opportunity increased steadily from 1974 to 1979 (see table 6).

During the 1978-79 fiscal year, of the 114 students sponsored, 78 were enrolled in university and 36 in other programs such as nursing, building construction, heavy

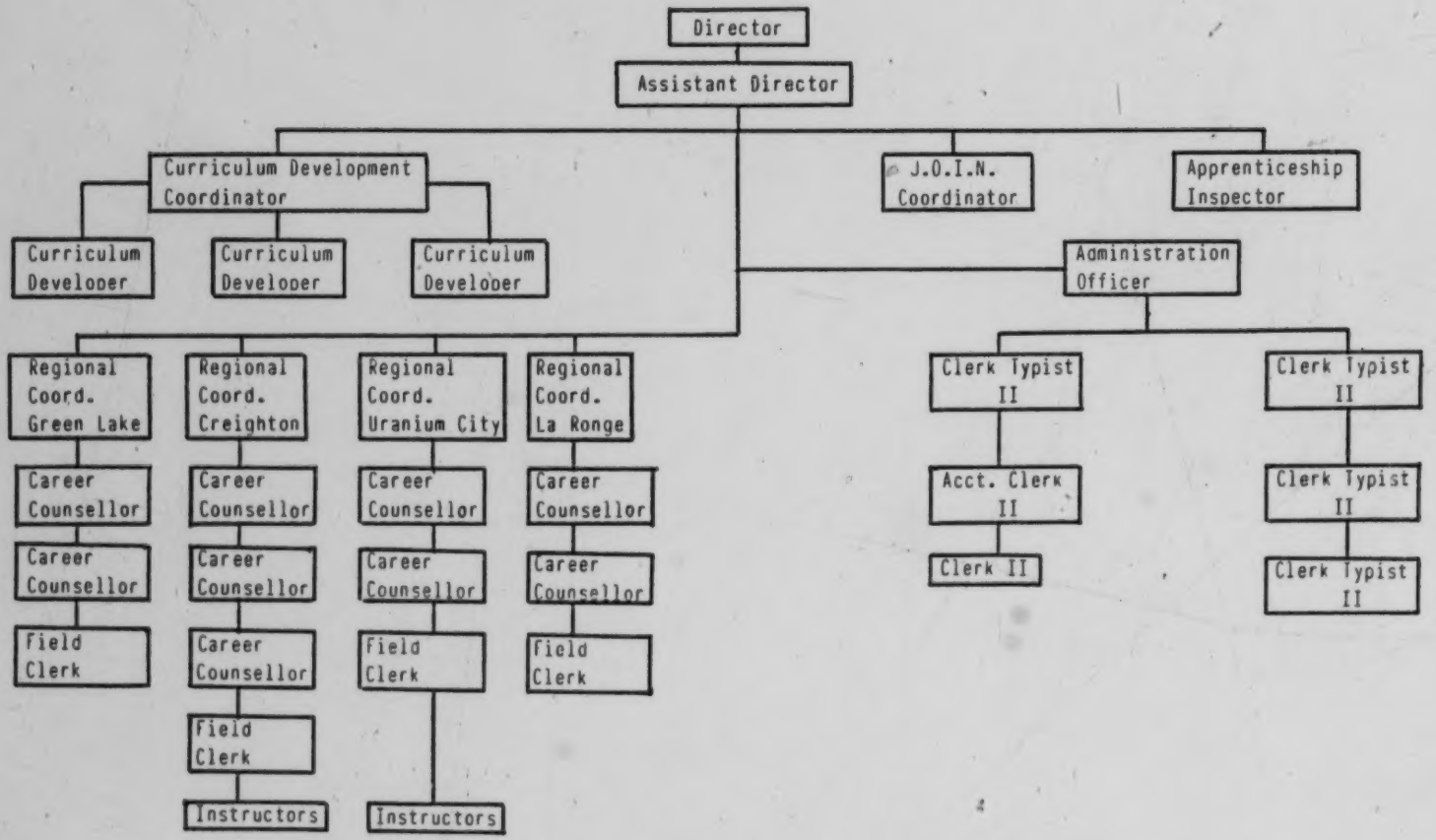


Figure 11. Northern Continuing Education Organization Chart, 1978

Source: DNS, Northern Continuing Education Branch

Table 6

Northern Careers Plan, 1974-79

Year	Number Participants
1974-75	29
1975-76	57
1976-77	73
1977-78	85
1978-79	114

Source: DNS Annual Reports, 1974-79

equipment repair and operation, and resource technology.

Category 5, on-the-job training, only received emphasis in the 1975-76 fiscal year. In 1976 the Training Opportunities Program was phased out. These projects included three handicraft cooperatives at La Loche, Ile a la Crosse, and Jans Bay; three wood harvesting cooperatives at La Loche, Dillion, and Canoe Lake, and a manufacturing and construction project at Ile-a-la-Crosse. These enterprises had reached a stage where they could continue on their own without further training assistance. In the 1976-79 fiscal years there were no training on-the-job (TOJ) programs.

With regard to Category 4, specific skill training, which was to receive emphasis, there were two industry based programs which only lasted for one fiscal year, 1977-78. One was the Native Employment Program with Hudson Bay Mining and Smelting Company Limited in Flin Flon. The company reserved a number of entry-level training positions for native workers and provided occupational training at the mine and mill in Flin Flon. The Northern Continuing Education Branch provided recruitment from local communities on the East Side, orientation and counselling services and life skills training sessions. Upon completion of the entry level period, the trainees became regular employees of the company. Twenty-nine trainees took advantage of the program (DNS: Annual Report, 1977-78:21).

The other program was the Eldorado Program in Uranium City where trainees were given a special six-week basic job readiness training course before moving on to employment with the mine. The same kind of service was provided by the Northern Continuing Education Branch as in Flin Flon. Eldorado's program accommodated eighteen trainees (DNS: Annual Report, 1977-78:21).

Also in category 4, the Apprenticeship and Trades Qualifications Program was added to the Branch in 1976. See table 7 for an outline of the activities of this program.

Other skill related classes which were carried out in 1975-76 were two Heavy Equipment Operators Training Courses which trained 42 persons. This program was transferred to Project Management in 1976. Also, a pulp cutting program was terminated in 1976 due to low demand; therefore, it was proposed that Prince Albert Pulp Company be approached to undertake this training. Other general skill programs such as home management, commercial, and carpentry were very popular averaging 6 - 8 classes per year from 1975 - 79. Two trapper training programs were instituted in 1977-78 in La Ronge and Turnor Lake where young people worked out in the field as apprentices with older trappers. Other "one shot" courses were Surveyer Aide, Forest Fire Fighting, Prospecting, Furnace Trouble Shooting, Auto Repair, and Driver Training. Small Motor Repair was offered consistently every year (since 1973). See table 8 for the

Table 7

Apprenticeship Programs in Northern Saskatchewan, 1975-79

	1975-76	1976-77	1977-78	1978-79
Total Number Registered	150	473	307	384
Number Exams Applied for	N/A	103	62	378
Number Writing Exams	8	62	111	-
Number Achieving Journeyman Status	N/A	5	1	6
Number Writing Interprovincial Exams	N/A	4	-	-
Total Number Registered Journeymen in NAD	18	23	24	30

Note: Before 1977-78, registered apprenticeships included anyone interested in a trade who would have had a file on them and their interest.

Sources: Robert Hauck, Six years Later: An Overview of the Department of Northern Saskatchewan's Programs and Accomplishments, June 8, 1978:30.

DNS Annual Report, 1978-79

number of courses and enrollment.

In retrospect, the emphasis after the first redefinition was to be on specific skills training for those people who were generally prepared for employment or for employment opportunities which already existed. However, this emphasis was in reality very brief. The Training Opportunities Program which constituted the majority of training on-the-job activities in northern Saskatchewan was phased out in 1976. The only other training on-the-job programs were two mining industry-based programs which only lasted one year. In addition, money was cut back drastically by the Provincial Government to the Branch for specific training programs because people were finding short term employment during the peak of the Department's massive infrastructure construction period (Interview: Jack Bell, March 12, 1984) (see table 9). This, combined with the situation that most northerners lacked the education or basic readiness for advanced or specific skill training, especially with regard to the highly mechanized and technical mining industry, resulted in very little skill training taking place other than of a general nature. However, even this general skill for immediate short term employment did little to ease the overall high unemployment situation for the native people of northern Saskatchewan once the construction boom was over.

Table 8

Summary of Skill Training Courses, 1975-79

Year	Number Courses	Enrollment
1975-76	50	563
1976-77	41	463
1977-78	66	782
1978-79	48	591

Note: The above courses were double counted, that is, if a course runs through two fiscal years, it is counted in both fiscal years. More indicative would be single counted classes indicated in the year where the majority of the training took place, for example, in 1977-78, there were 27 skill classes with an enrollment of 267 of which 178 completed.

Sources: DNS annual Reports, 1975-79
Hauck, June 8, 1978:29

Table 9

Levels of Expenditure
Colleges - Northern Continuing Education

Year	Branch Expenditures (000's)	% of DNS Ordinary Budget
1972-73	27	1
1973-74	1,939	11
1974-75	1,804	8
1975-76	3,274	10
1976-77	1,424	4
1977-78	1,454	3
1978-79	2,419	5

Source: Hauck, June 8, 1978:29

The level of basic education classes in the north remained relatively constant because of the low level of education and readiness among the native population. This was in spite of the Federal Government's funding directive to place less emphasis on academic upgrading and more on occupational skill training (Employment and Immigration Canada, 1977:23). However, enrollments did drop, not due to the Federal Government's policy so much as due to the Saskatchewan Indian Community College starting to deliver programs to the reserves in northern Saskatchewan.

In general, by 1979, the situation in the remote northern communities remained the same -- that of high unemployment, high welfare, limited and unreliable incomes based on the seasonal traditional pursuits, limited education, and cultural and socio-economic attitudes different from that of the dominant southern population. This was the situation in spite of six years of programming by the organization for continuing education in northern Saskatchewan.

SECOND REDEFINITION: NORTHERN CONTINUING EDUCATION 1978 - 1979.

Northern Continuing Education's activities after 1976 were mainly involved with Community College development and with programs related to employment at the local level. Skill training was of a general level ranging from trapper

~~tra~~ining and homemaking to small motor repair, carpentry, and commercial. This emphasis directed at the local level and at the construction phase of the infrastructure being built in the north by the Department of Northern Saskatchewan could only go so far towards providing employment for northerners, thus enabling them to improve their social and economic status. By 1978, outside the traditional occupations of trapping and fishing, the government -- that is, the Department of Northern Saskatchewan -- was the largest employer of native people mainly due to this infrastructure construction period. However, this would end soon. The mining industry, although the source of highest income, did not help the native target group. The Department of Northern Saskatchewan's Northern Development Strategy (Planning and Research, Executive Council, June 1978:9) stated that with regard to the mining industry, "the existing mine-mill operations have not undertaken to employ a significant number of native people" in that "less than 1 percent of the existing mine-mill work force" was native.

The announcement of the Key Lake Mine opening and the Cluff Lake development in 1976 was expected to provide many employment opportunities for northerners in the future. A study into the manpower needs of ~~these~~ industries was undertaken by Manpower, DREE, and DNS.

In 1977, the population was expected to increase by about 25 percent in the next ten years from approximately 24,500 to about 30,500. The largest part of this increase was to be in the proportion of northern residents who were of working age (15+). (Canada Department of Manpower and Immigration, January 1977: Executive Summary).

With regard to the native population in the remote northern communities characterized by high unemployment and low labour participation, Canada Manpower in the report, Employment Outlook for Northern Saskatchewan to 1986 (January, 1977), pointed out that "between now and 1986, it is estimated that around 5500 man years of employment will be required to eliminate seasonality and raise participation rates of current and new labour force entrants to provincial levels."

This report also pointed out that the most promising industry sector for job opportunity growth was uranium mining. This interested the Department of Northern Saskatchewan, in that while unlikely to overcome existing needs and adequately absorb new labour force entrants, it could provide a strong opportunity for improving socio-economic conditions in the north.

The existing constraints of poor education levels, low job mobility, and work environments foreign to the cultural and social backgrounds of native northerners resulted in Canada Manpower Training Programs in the north having the

priority components of:

(a) Basic Job Readiness Training (BJRT); and,
(b) the Canada Manpower Industrial Training Program (CMITP).
(Canada Department of Manpower and Immigration, January, 1977:70).

Canada Manpower in this report (1977:71) emphasized that training for northern residents must be for employment, "based on individual client needs, needs which may require the use of institutional training."

The mention of "institutional training" as related to the emphasis ~~on training~~ for jobs was to result in the Northern Continuing Education Branch emphasizing technical/vocational training as part of the Department of Northern Saskatchewan's strategy for socio-economic development for the north.

A joint City of Prince Albert/Department of Continuing Education Committee on Post-Secondary Training Needs was created in Prince Albert on November 6, 1976 to conduct a feasibility study into the technical/vocational needs of adults in the Prince Albert area (Department of Continuing Education and City of Prince Albert, Technical/ Vocational Needs Study, 1977:7). At a meeting on March 4, 1977 the Director of Northern Continuing Education was asked to sit as a member of the Committee (DNS: Government Correspondence, March 24, 1977). This led to the development of a plan to address the problem of delivering technical/ vocational training in the Northern Administration District,

in October, 1977.

All Northern Continuing Education staff, area program supervisors, and community college principals carried out a Technical - Vocational Needs Study in 1978. This led to the drawing up of a Treasury Board submission which explained the need for technical/vocational training and facilities within the Northern Administration District as well as Centres in the more remote communities.

The preliminary Technical - Vocational Needs Study (May, 1978:6) stated that two distinct efforts must be made with regard to technical/vocational training in the north. The first effort was that of "preparing northerners to be trained" because the school system was not taking the majority of students to high school level, and basic education upgrading classes were not yet producing large numbers at the grade 10 level. The study (1978:6) stated that "as much training as possible should take place at the lower level in the remote communities. This is where the Learning Centres would play a role." The second effort was that of "providing technical/vocational training directly to employment" because adequate facilities for this type of training do not exist in the north. These new facilities were to concentrate on the construction and mechanical trades, especially with regard to the mining industry. This study (1978:6) proposed that any facilities built would have to be adaptable to many uses:

> The "mini tech" model would be in order consisting of one or two shop areas with all the necessary infrastructure for all trades and technical courses along with class/lab areas. The shop(s) should not be any larger than to accommodate about a dozen students at a time. Technical facilities in view of the population scarcity, should be located where there is a high number of prepared students, a high school that feeds more into the system, upgrading facilities, accommodations, and job potentials. For these reasons, La Ronge would be a first choice, followed by Buffalo Narrows, and Uranium City. Eventually "mini techs" could be located at each.

The above two types of training and their corresponding unique facilities concept for each were again brought up in the provincial Report of the Department of Continuing Education Task Force on Future Technical/Vocational Training in Saskatchewan (April 20, 1979:G16) where the La Ronge Regional Community College stated: "We want training to be available in the north insofar as it is humanly possible. This is because northerners do not feel a bond between themselves and southern institutions." Therefore, it was pointed out that planning and construction should begin immmediately on the following:

> (1) Technical/vocational facilities in La Ronge
> (2) Academic preparation structures for adults (ie) Community Learning Centres, in every northern community of a reasonable size where other facilities of a comparable function do not exist (Department of Continuing Education, Voc-Tech 90, April 20, 1979).

The above led to the establishment of ten learning centres in ten remote communities by 1981, and it led also to a Treasury Board submission by Northern Continuing Education for a Technical/Vocational facility for La Ronge.

However,the first technical/vocational training centre would be in the future at Buffalo Narrows. It was in this context of the need for technical/vocational training for employment with the mining industry, and of the Department of Northern Saskatchewan putting the emphasis on manpower needs studies with regards to training for employment, that the Northern Continuing Education Branch was evaluated and redefined a second time as to purpose and direction.

Northern Continuing Education Branch's, New Direction for the Branch (April 1, 1976) had stated that "Progamming was to be evaluated on the basis of its success in making employees out of the previous under or unemployed." This came true and as a result not only programs were evaluated on this basis, but also the Northern Continuing Branch itself.

McArthur, the Deputy Minister for the Department of Northern Saskatchewan in 1974-75, stated in a presentation at Uranium City (January 26, 1978) that

> the last few years have seen a concentrated attempt to reach the population with "adult" education programs. While good evaluations of these attempts are not available, there is widespread scepticism regarding their success (p.12).

> Incentives and training programs have proved to be an absolute failure in terms of making it possible for Indian and Metis to benefit from new job opportunities in the north (p.47).

The Department of Northern Saskatchewan's Northern Development Strategy (Planning and Research, Executive

Council, June 1978:9) with regard to Northern Continuing Education, pointed out that:

> existing programs and services of government and industry are totally ineffective as means of changing the present situation. Over the past three to five years, governments have expended much effort and money on pre-employment training, and placement programs, with almost negligible impact on a work force that has had over 1000 opening over the period.

The Central Planning Branch of the Department of Northern Saskatchewan pointed out to the Acting Deputy Minister that a continuing concern with regard to adult education and training activities was "the future of these activities to relate to or result in employment" (Government Inter-Department Correspondence, December, 1978).

Anne MacDonald, Programme Management Information System analyst from the Bureau of Management Improvement, Department of Finance, went to La Ronge and met the staff of the Northern Continuing Education Branch in September, 1978. A Programme Management Information System meeting was then held on January 31, 1979, dealing with the objectives and programs of the Northern Continuing Education Branch.

Anne MacDonald commented to the Acting Deputy Minister that as it stood, the general purpose of the Northern Continuing Education Branch was only to "provide continuing educational opportunities" and that the objectives of the program were "primarily educational rather than employment orientated" (Government Correspondence, April 30, 1979).

This led the Acting Deputy Minister, Shakir Alwarid, to make arrangements for the evaluation of the Continuing Education Branch's programming and future direction. Upon recommendation by the Department of Continuing Education, arrangements were made for Lynn E. Davies, Assistant Coordinator of Graduate Studies at the Ontario Institute for Studies in Education, and Dorothy MacKeracher, a senior doctoral student in the Department of Adult Education, to travel to La Ronge, March 19 and 20, 1979, to discuss a possible evaluation of the Northern Continuing Education Branch.

Following this initial visit to La Ronge by Dr. Davie and his associate, Northern Continuing Education Branch and La Ronge Regional Community College staff held a meeting on March 28, 1979, to discuss what the goals and objectives of the Branch should be. The group proved to be too large and it was decided to form three smaller groups to draw up a list of goals and objectives for the Northern Continuing Education Branch. It was also decided that the regional staff in Uranium City and Creighton were also to undertake a similiar exercise. These five groups met in April and drew up a list of goals, objectives, and activities for the Branch.

Lynn Davies sent a proposal to the Acting Deputy Minister of Northern Saskatchewan for consultation with Northern Continuing Education for the purpose of assisting

the staff develop a set of objectives for the Branch. On May 11, 1979, the Northern Continuing Education Staff met to discuss Davies' proposal. The staff proposed that an internal workshop for all Northern Continuing Education staff be held in Waskesiu for two days to pool everybody's ideas and objectives, thereby arriving at a framework for achieving these. The staff also requested that this workshop be chaired by a person not directly involved with the Branch. Anne MacDonald, PMIS analyst from the Department of Finance, was suggested. The Branch at that time had an acting director, Brian Shelley. The process of hiring a new director was taking place. Therefore, the staff suggested that the new director fill the consulting role which Davies and Associates would have performed. The staff felt that the new director's review of the objectives and framework agreed to at the Waskesiu workshop would likely lead to the establishment of some on-going meetings with Branch staff aimed at further outlining, broadening, adding to and operationalizing clear objectives for Northern Continuing Education.

A two day staff meeting was held June 9-10, 1979, where headquarters staff and regional staff discussed the purpose/goal of the Branch, and objectives and methods to obtain the goal. A general goal for the Northern Continuing Education Branch was arrived at which stated that the goal of the Branch was "to ensure the provision of a continuing

education service to adult residents of the Northern Administration District" (Minutes: Northern Continuing Education Staff Meeting, June 9-10, 1979). Neither the general goal nor the objectives mentioned training for jobs. They were all general and educationally orientated.

In the summer of 1979, the Branch had another temporary acting director, Lionel Orlikow, a former Deputy Minister of Continuing Education for Manitoba. Orlikow drafted up an Outline for a Strategy on Continuing Education in August, 1979. This draft, after a meeting with DNS officials, was revised to become Access to Knowledge: Continuing Education in Northern Saskatchewan (October, 1979). Ray McKay became the new director of the Northern Continuing Education Branch in September, 1979, and subsequently used the Orlikow Report as a basis for Branch direction. A Northern Continuing Education Seminar was held at Waskesiu on February 4,5,6, 1980. The general goal of the Branch became to develop in all northerners the abilities to participate fully at all levels in roles that they choose in the social and economic development of northern Saskatchewan.

However, at this time, the whole of the Department of Northern Saskatchewan was being re-evaluated and Branches were being moved around to different sectors. R.L. Purdie, Deputy Minister of Northern Saskatchewan, after an Executive Committee Meeting, confirmed in a written memorandum his wish that Northern Continuing Education be transferred from

the Economic Development Sector to the Social Services Sector reporting to Brian Hill. Purdie stated that the major objective of this shift, as discussed at the meeting, was to ensure that programs and initiatives developed in the Continuing Education Branch would be fully integrated with programs delivered by academic education.

Brian Hill, Assistant Deputy Minister, had been previously involved in doing a manpower needs study of northern Saskatchewan with regard to employment. Therefore, Hill was strongly interested in the aspect of training for jobs. After the transfer of the Branch to the Social Services Sector, Hill had a meeting with the staff of the Northern Continuing Education Branch. He explained to the staff that the reasons for the Branch's transfer were: first, there was a need to increase training in order to assist northern people in getting jobs, and second, there was a need to link up more closely with the school system because approximately 75 percent of the students in northern schools were dropping out before grade 10 (Minutes: Meeting, Brian Hill and Branch staff, February 11, 1980).

Hill stressed that there was a need for trades training i.e., a need to deliver it and mechanisms for doing so. He pointed out that there was a need for a "mini tech" at Buffalo Narrows to deliver trades, pre-employment, and institute training mainly relative to the mining industry. In addition, there was a need to decentralize apprenticeship

(the Branch lost apprenticeship in 1979). The alternatives to apprenticeship would be pre-employment skill training and on-the-job training (Minutes: Meeting, February 11, 1980, La Ronge).

More pre-employment skill training could be handled by the institutes in the south. Canada Manpower was willing to sponsor institute-type training and as a result southern institutes started to deliver more and more institute outreach pre-employment classes in the West Side and La Ronge Community College regions. Truck driving and commercial cooking were delivered in 1979-80. This increased when a "mini tech" was established during the 1981-82 fiscal year at Buffalo Narrows. The southern institutes delivered at the Buffalo Narrows Training Centre the following industrial technical training courses: welding, heavy duty repair, commercial cooking, cabinet making and mill work, surveying, and motor vehicle repair (DNS: Annual Report, 1981-82:11).

The second alternative, that of on-the-job training, as suggested by Hill, resulted in a mill operators program, designed in conjunction with the mining companies, with a job guarantee at the end of training. Two mill operators courses were delivered in 1979-80, and another two in 1980-81. The Branch also participated in delivering a series of courses designed to prepare construction labourers for the Key Lake Mine site, and cooperated with the

Saskatchewan Piping Industry in the delivery of apprenticeship training to northerners working on northern construction sites in the pipefitting trade (DNS: Annual Reports, 1980-81, 1981-82).

With regard to Northern Continuing Education Branch's role within the Department of Northern Saskatchewan, Hill stressed that there was a need to return to the original role intended for the Continuing Education Branch of being a delivery agent for internal training programs such as community health workers, firefighters, water and sewer plant operators, heavy equipment operators, corrections officers, and conservation officers (Minutes: Meeting, February 11, 1980, La Ronge).

This resulted in programs previously handled by other branches being transferred to Northern Continuing Education. In 1979, Forestry Training, Home Maintenance Training, Water and Sewer Plant Operator Training, and Fire Fighter Training and Fire Prevention programs were transferred to Northern Continuing Education. Courses in these areas were offered in 1980-81 and 1981-82. In addition, other skill classes such as Trapper Training, Native Outfitters Training, Diamond Drilling, Prospecting, and Pilot Training were also being offered (DNS: Annual Reports, 1980-81, 1981-82).

Factors Influencing these Changes

In the final analysis, this second redefinition of the Northern Continuing Education Branch with regard to programming and direction came directly from the Department of Northern Saskatchewan and its priority on training for jobs mainly based on manpower needs studies. The Annual Report for the Department of Northern Saskatchewan (1979-80) stated:

> The policy of the Branch has shifted during the 1979-80 fiscal year from an emphasis on adult upgrading to an emphasis on skill development. The purpose of which is to allow northerners to maximize their benefits from current resource development.

Another external reason for this shift of emphasis from adult basic education was that Canada Manpower was reducing the number of ABE classes it would sponsor. The Federal Government, in other words, was shifting this responsibility to the Province. The result was the spread of Community Learning Centres.

SUMMARY

The educational component for socio-economic development is usually conducted in one of two ways: human resource development and educational stock or manpower planning (The Role of Saskatchewan's Public Educational Institutions in Development, Study Group Report to the Colleges, Institutes, and University Extension Committee, January, 1980:28).

Political pressure from the Treasury Board in 1974 resulted in the redefinition of the Colleges Branch in terms of program effectiveness and emphasis, and hence a change in the direction of the Branch in that more skill and trades training courses were to be offered. This was the goal; however, in reality, only general skills classes and limited on-the-job training opportunities were offered because of the low educational level and the low level of readiness or preparation for either advanced skill training or employment. Adult Basic Education classes -- upgrading and life skills components -- continued to be offered at the same level. Career counsellors and placement officers were increased and integrated into the Manpower Development division of the Northern Continuing Education Branch.

The educational preparation for socio-economic development, therefore, up to 1979 was one of human resource development, which refers to that of upgrading or career adjustment patterns in the form of continuing education to help people adjust to changing circumstances in the economic system.

In 1976, the statement was made in the New Direction for the Branch that programming was to be evaluated on the basis of its success in making employees out of the previously under or unemployed. However, there were few employment opportunities in the remote communities where the majority of the target population lived. Unemployment was as

high as 75-90% at certain periods of the year. The fur trade of the past was still a part of the way of life in that "likely over 50% of the existing labour force [in the north] still pursued the traditional occupations of fishing, trapping, and hunting" (McArthur, 1978:13) and "very little has developed in terms of permanent job opportunities" (McArthur, 1978:13) for the Indian and Metis people. The only other employment opportunities were in general construction as a result of DNS infrastructure activity.

The unexpected activity in the uranium industry presented an opportunity for a source of employment for northerners. This, coupled with the start of an emphasis on manpower planning by both Canada Manpower and DNS in 1978-79, resulted in political pressure for a redefinition of the Northern Continuing Education Branch because of the "absolute failure" of training programs "in terms of making it possible for Indian - Metis people to benefit from new job opportunities in the north" (McArthur, 1978:47). This second redefinition resulted in a shift for continuing education in 1978-79 to that of educational stock or manpower planning which refers to the number of people entering the labour market at a certain level of educational attainment in terms of a continuous matching of material resource use with the human resources required to keep the system operating. This new emphasis on non-renewable resource development as a source of employment coupled with

manpower planning pointed out the need for qualified skilled tradesmen. The training required was of the type offered by the southern institutes and, hence, was not in the community colleges' mandate. This shift in emphasis to institute pre-employment training and other mine employment related training became the new direction of the Northern Continuing Education Branch as a result of this second redefinition.

Also, because of political pressure, the Colleges Branch had been redefined in terms of the Community College system in 1975. This resulted in the establishment of the West Side Community College in 1976 and the eventual establishment of the East Side Community College in 1982. However, the Branch was still involved in direct programming in the Athabasca region and in some programs such as forestry in all the community college regions in the Northern Administration District. It would not be until April, 1984, that the Branch would be out of direct programming and assume a monitoring and evaluative role as envisioned in the first redefinition of the Branch in 1975.

Chapter 7

INSTITUTIONALIZATION AND/OR DEMISE

In Chapter 4, an examination was made of the need for an organization for continuing education in northern Saskatchewan. In Chapter 5, the establishment of an organization for continuing education in northern Saskatchewan and its initial efforts from 1973-75 were described. In Chapter 6, an examination was made of the two periods of redefinition of the established organization for continuing education in northern Saskatchewan during the period from 1975-82. This chapter contains a description of the changes which occurred to the organization during the complex process of transition of northern emphasis from the context of a northern department to that of a provincial government, i.e., the Department of Continuing Education. The chapter begins with a description of the future plans for the Department of Northern Saskatchewan as a whole, and then examines the plans for the Northern Continuing Education Branch as formulated prior to the 1982 election. Next, an examination is made of the realignment of the organization for continuing education in northern Saskatchewan vis-a-vis the provincial Department of Continuing Education. Finally, the events and factors leading up to the institutionalization of an organization

for continuing education in northern Saskatchewan are discussed.

DEPARTMENT OF NORTHERN SASKATCHEWAN'S DEVELOPMENT PLAN

The Department of Northern Saskatchewan was established as a single agency structure charged with bringing services and standards in the north to a level comparable, though not necessarily identical, with those of southern Saskatchewan (DNS: Annual Report, 1972-73:4). This development by DNS was to be "along lines desirable to the residents of the north, and as communities evolved the emerging local governments were to gradually take-over major decision-making functions, with the single agency ultimately self-liquidating" (DNS, Futures Planning Process, November 4, 1980:1).

Therefore, from its inception, the Department recognized that devolution and decanting of its programs was the ultimate goal. "This goal should be obtainable within the 80's decade as a result of the efforts and programs of the Department of Northern Saskatchewan and the progressive evolution of local government during the past eight years" (DNS, Futures Planning Process, November 4, 1980:1).

Since its establishment, the strategy of the Department of Northern Saskatchewan was to execute a three stage developmental program in the north. The first stage was one of direct intervention which attempted to establish, upgrade, and increase the basic physical infrastructure and

services to the north. Stage two was concerned with developmental initiatives to enable northerners to begin directing development themselves. The third stage, that of disengagement and withdrawal, was to occur through "devolution" of programs to local, regional or northern representative bodies and "decantation" of other programs to institutions and agencies in the south of the province.

This last stage was to be a gradual process over a period of ten years. During this ten year phasing out period, the Department of Northern Saskatchewan was to establish monitoring and advocacy mechanisms "to ensure that programs returned to parent agencies (in the south) retain the northern factors and sensitivities which have been built up since DNS was established" (DNS, Futures Planning Process, November 4, 1980:1) (Interview - Jerry Hammersmith, April 1, 1984).

Planning for Devolution/Decantation

The Department of Northern Saskatchewan, subsequent to the December 20, 1979 Cabinet Planning Committee meeting, was directed to begin planning for possible program devolution and/or decantation to southern line agencies with such planning to be reflected in the 1981-82 budget process.

A futures planning process was established by the Department of Northern Saskatchewan on May 20, 1980, which outlined to Treasury Board a format to review the objectives

of the Department as they applied to each program area. It also stated criteria to measure program success and/or identify additional program requirements needed to achieve for northerners a level of service comparable to the south. This program evaluation was to be followed by recommendations for decantation and/or devolution. In addition, implications for the future of the Department of Northern Saskatchewan were to be considered:

- determining the transitional strategies, where required, to accomplish program devolution and/or decanting programs to parent departments most effectively;
- determining the time-frame for program devolution or decantation;
- and indicating the areas where new program initiatives in the north may be required. (DNS, Futures Planning Process: November 4, 1980:2).

On November 4, 1980, the Department of Northern Saskatchewan presented its Futures Planning Process and requested Treasury Board to consider a strategic mix of decanting, devolving, and significantly altering Department of Northern Saskatchewan programs as part of the 1981-82 fiscal budgetary process. The potential candidates for decanting/devolving as of April 1, 1981, included:

Academic Education Branch	(Decant)
Education Facilities Construction	(Devolve)
Municipal Facilities Construction	(Devolve)
Forestry Protection (Fire)	(Decant)
Forestry Management	(Decant)
Northern Housing Corporation	(Devolve)
Northern Economic Development Corporation	(Create)

The Futures Planning Process (1980:5) outlined the advantages of decanting/devolving all the programs

identified in the short-list in the 1981-82 fiscal year:

- A clear precedent and time frame for dismantling DNS would be evident. Final dismantling could occur within 10 years.
- The government would be relieved of much pressure by having DNS meet its ultimate objective in some program areas.
- original goals of self-liquidating the agency can now begin to be realized.
- Southern line agencies will become more sensitized to northern emphasis. Provided that northern concerns are adequately addressed by line departments, decantation should begin. DNS can assume a temporary monitoring and advocacy role for programs after they are transferred.
- DNS can concentrate its scarce resources on human resource development, which is essential before DNS can fully decant/devolve its programs.

This last advantage held special significance for the Northern Continuing Education Branch in that it implied that Continuing Education would be one of the last branches to be fully decanted.

The Futures Planning Process put Northern Continuing Education in the long term phase of decantation not to take place before the 1984-85 fiscal year. In 1980, the Branch was delivering community college programming in the Athabasca and East Side regions. Some programs had already been devolved to the West Side Community College. It was recommended that the devolution process be expanded through creation of an East Side Community College. The Administration Division was to retain responsibility for field testing new programs and then monitoring them after they were devolved to colleges or institutional centres.

In 1980, Counselling and Manpower Placement had already been devolved through NorSask Native Outreach. Curriculum development was to be retained by DNS until Northern Continuing Education was decanted. The rationale for this was that existing training programs are often not appropriate to northern conditions and, given the backlog of training needs in the north, there would be a heavy emphasis on curriculum development. The Northern Careers Plan was to be possibly devolved to northern community colleges by 1983.

There was a major backlog in 1980 in northern training requirements in skill development to access major resource development job opportunities for northern residents. It was recommended to decentralize occupational training through existing and planned facilities including the Buffalo Narrows Multiplex Supply Depot, the Island Falls power site, vocational training facilities at new high schools or additions, and a small staging area for mobile technical training units at La Ronge.

Community College Development was to be decanted when Northern Continuing Education was decanted--not before the 1984-85 fiscal year. The rationale was that northern community college boards would require training and orientation services re: college functions due to board turnover and new college development. Finally, grants to community colleges were to be retained by the Department of

Northern Saskatchewan. The rationale was that, even though northern community colleges were already more involved in skill development than their southern counterparts, increased emphasis in skill development training by the northern colleges would be required to enable northern residents to access northern resource job opportunities.

Planning for the 1982 Election

In anticipation of the 1982 provincial election, the government requested a status report on northern Saskatchewan. The Department of Northern Saskatchewan, jointly with the Planning Bureau, in response developed the Future of the North paper (April, 1982) to present Cabinet with a review of the problems facing government in northern Saskatchewan, and with recommendations to address these problems.

The paper (1982:1) re-emphasized the fact that the objectives of the Department of Northern Saskatchewan were:

(1) to establish local and larger area municipal governments,
(2) to provide northerners greater access to participate in the social and economic development of the province, and
(3) to provide a level of service comparable but not necessarily identical to that enjoyed in southern Saskatchewan.

The paper (1982:2) also re-emphasized the fact that the Department of Northern Saskatchewan was to address these objectives through three overlapping periods of development:

(1) Massive intervention characterized by large investment in infrastructure development and improvement, social and economic development.
(2) Human and institutional development and stabilization.
(3) A gradual phase out through returning program delivery to southern line departments (decanting) or having delivery provided by local government agencies and non-government agencies (devolution) when programs had matured to an acceptable level.

The Future of the North paper (April 1982) pointed out that the period of massive intervention (1971-1981) "witnessed unprecedented progress and development which has put Saskatchewan northern development well ahead of development in any other northern area of Canada, however, a significant amount of unfinished business...remains to be done" (P. 3). This was because many programs and services clearly had not reached a "level comparable but not necessarily identical to those enjoyed in southern Saskatchewan" (P. 13).

The paper identified several issues and priorities as contributing factors to the overall problems in the north. The first was that there would be an excess labour supply in the north in the future. In 1981, a labour demand of 10,506 man years exceeded the supply of 9,129 active labour force participants by 1,377 man years of employment. Despite this excess of jobs, the 1981 northern unemployment rate was 38.5%, as a result of 3,519 unemployed and 5,610 employed northerners. The rest was filled by non-northern workers (transient workers) (P.6). However, the northern

labour force was growing much more rapidly than the demand for it. By 1991 the labour force was expected to have increased by 3,983 people while the demand would only have increased by 462 man years. In other words, by 1991, the north would be faced with 2,144 over supply of available labour as a result of a birth rate double that of the south and a youthful population (39% of the population being 14 years of age or less). Unemployment would therefore increase (P. 7).

Contributing to this high unemployment rate for northerners was the fact that there was a major skills mismatch. This would have implications for the Northern Continuing Education Branch's future. The report (1982:9) stated:

> The rapid change from a traditional to a wage economy has not been accompanied by an equal response by government and industry. The labour force has been growing by 500-700 per year and only recently has government been training at anywhere near that number annually. As a result, we are faced with a large (3500 and growing unskilled labour force) mismatch between the skills possessed by the northern labour force and the skill required by northern employers.

The report (1982:5) projected a high demand for post secondary education and short term job creation because "the 1980's northern labour force will be characterized by young unskilled and inexperienced participants. 70% of students in the Northern Administration District still drop out of school before completing grade 10."

Economic development was overshadowed during the 1970's by largely unexpected development in uranium mining. This resulted in a heavy reliance on the non-renewable resource sector to the detriment of development in the renewable sectors. In 1981, "the current slump in the uranium market and resultant slowdown in activity" served "to underscore the need for developing a sound renewable resource base to complement the mining sector" (P. 3) and "has served to emphasize the danger of relying too heavily on one economic sector as mainly for northern development." (P. 13). The Future of the North Paper (1982:13) stated that government action was required to:

(1) encourage the creation of new jobs
(2) increase and expand skills in the labour force
(3) improve access to areas where employment is available through relocation and increased mobility
(4) enhance existing skill training facilities in the NAD.

In April 1982, therefore, these proposed steps indicated a role for the Northern Continuing Education Branch "emphasizing developmental activities and moving gradually to a monitoring and evaluation role as programs are devolved or decanted" (P. 20).

THE 1982 ELECTION - CHANGE IN GOVERNMENT

The C.C.F. came to power in 1944 and became involved in the north when it instituted southern programs in the north and later established the Northern Administration District.

From 1964 to 1971, the Liberal Party was in power and very little was done with regard to programming in the north partially because of the poor economic times in the province as a whole in the late 1960's. Later the C.C.F. changed its name to the New Democratic Party (NDP) and in the provincial election in 1971 returned to power and immediately became involved in the north again through the establishment of the Department of Northern Saskatchewan in 1972. Ten years later in April, 1982, a change in government took place in Saskatchewan when the Conservative Party came to power with a large majority. This was the first time a Conservative Party had been in power in Saskatchewan since 1934, and in addition, no Conservative MLA had any political experience in the provincial legislature. The question which immediately arose in the Department of Northern Saskatchewan was, What was going to happen to the Department of Northern Saskatchewan? The Conservatives had campaigned on the promise of dissolving it. Also, what was going to happen with regard to the Northern Continuing Education Branch? The morning after the election, Conservative blue colors were draped across the front of Mistassine Place, the Department of Northern Saskatchewan headquarters.

Post-Election Plans

George McLeod was named the new Minister for Northern Saskatchewan. All branches in the Department of Northern

Saskatchewan were asked to prepare a paper on the status and issues of their branch for the new Minister's briefing on May 10, 1982.

The status of the Northern Continuing Education Branch in April, 1982, was that of providing operating grants for three community colleges, West Side, La Ronge, and East Side. The Branch was still involved in direct programming of college programs in the Athabasca region and in operating three learning centres. The Branch was also direct delivering other programs such as fire-fighting, forestry, and sewer and water operator training. The Branch was involved in curriculum development, a home management/home economics program, and administration of the Northern Careers Plan. The only issue outlined was that of the La Ronge Training facility -- whether or not to proceed, which would require ministerial approval (Minister's Briefing Paper: Northern Continuing Education, May 10, 1982).

The Conservative Government proceeded with its plan of dismantling DNS as soon as the minister became familiar with the organization. Planning principles were developed for the reorganization and realignment of the Department of Northern Saskatchewan which consisted of:

(1) a continuation by provincial line departments of a strong northern emphasis and northern presence in the delivery of programs and services to northerners,
(2) a continuation of high levels of service to residents of the north,

(3) a minimum of disruption to civil servants' job security, seniority, and classification,
(4) the development of responsible and effective municipal self-government for northerners, and
(5) the utilization of the renewable and non-renewable resources existing in the northern part of Saskatchewan to build a sound economic base for the benefit of residents of northern Saskatchewan.
(Sask. Govt., A Framework for the Realignment of the Department of Northern Saskatchewan, July 8, 1982:7).

A Special Advisor to the Executive Council, W.G. (Gil) Johnson was assigned responsibility for reviewing the organization of the Department of Northern Saskatchewan and realigning branches' functions where appropriate.

A series of initial planning meetings was held between the Implementation (CORE) Committee and all departments and agencies concerned. After both Cabinet and Treasury Board approved Johnson's realignment strategy, a public announcement of the government's policy was made. The rationale put forward by the government for realignments in the Department of Northern Saskatchewan was that in view of the original intention that the regional approach to northern services be a temporary measure, and recognizing that an improved quality of life for northerners had been achieved in the areas of social programming and infrastructure development, the government had undertaken a review of operations of the Department of Northern Saskatchewan, and deemed the time appropriate to begin the integration of many northern and southern services into a total provincial system. Therefore, the government had

decided to:

(1) streamline the structure of DNS to focus future departmental efforts in the areas of economic and municipal development,
(2) realign specific functions/branches of the Department (DNS) where there is relative north-south comparability, with the appropriate provincial line department to ensure a continuing high level of service to northerners. (Government Correspondence: July, August, 1982).

Johnson submitted a request to the Treasury Board (July 20, 1982) to realign specific functions/programs of the Department of Northern Saskatchewan with the appropriate provincial line department, and to streamline the structure and responsibilities of the Department of Northern Saskatchewan. This Treasury Board submission outlined the responsibilities of DNS which were to be transferred. With regard to Northern Continuing Education, the following responsibilities were to be transferred to the Department of Continuing Education in Regina:

- Central Administration
- Community Colleges
- Regional Operations
- Training Services "A"
- Training Services "B"
- Northern Careers Planning
- Curriculum Development

The time frame was that each host department was to submit to the office of the Special Advisor a realignment plan in accordance with the Framework paper by August 16, 1982. Plans were then to be reviewed and submitted to the Cabinet Committee on realignment, then to Treasury Board for

final approval by August 31, 1982. The objective of the government was that reporting line relationships would change by August 31, 1982, or shortly thereafter. Only in cases where serious and complex issues of realignment could not be resolved would a date beyond August 31 be acceptable. By March 31, 1983, the total realignment process was to be completed and budgets for 1982-83 integrated with the appropriate line department.

Treasury Board had requested that further delineation of program issues be addressed in joint Department/DNS submissions prior to the August 16 deadline for submission of realignment plans to the Special Advisor. The Budget Bureau in its submission to the Treasury Board (July 22, 1982) had already identified some issues and concerns with regard to Northern Continuing Education:

(a) the necessity of developing a northern employment strategy with an emphasis on manpower planning--supply/demand/analysis of future labour market,
(b) the overall effectiveness of existing training programs--course completions and trainee placements,
(c) the rationalization of program mix--skill/ABE/special interest--as delivered through community colleges,
(d) a review of delivery options--mobile facilities, existing facilities, community facilities or new construction,
(e) Northern Careers Plan--program evaluation required due to major inequities relative to southern students assistance and duplication of Canada Student Loans.

On July 30, 1982, a summary of major issues for all agencies with regard to DNS alignment was submitted to the

office of the Special Advisor. For the Northern Continuing Branch the following issues were identified:

(a) Northern Continuing Education's involvement in the direct delivery of skill training i.e., Buffalo Narrows Training Facility,
(b) the future of a La Ronge Training Facility,
(c) the exclusive skill training focus of the three northern community colleges versus the south,
(d) future of the Northern Careers Plan,
(e) the importance of Continuing Education emphasis in the north with unemployment rates approaching 80 percent in some communities versus 6-7 percent in the south,
(f) special northern training needs e.g., bush pilots,
(g) additional costs of northern training--travel and mobile costs,
(h) the possibility of a shared DNS/Continuing Education mandate--DNS to identify training needs, co-ordinate skill training and perhaps fund training through a "course purchase" system similar to that outlined in the Federal-Provincial Training Agreement (CEIC),
(i) authorities issue--Attorney General's Department has interpreted the DNS Order-in-Council to suggest that DNS does not have the legal authority to offer training in the Northern Administration District (Sask. Govt, DNS Realignment: A Summary of Major Issues, July 30, 1982:55).

All the above issues, including those raised by Budget Bureau, were to be addressed during the realignment planning process with the exception of the La Ronge facility and the Northern Careers Plan. These were identified for Ministerial consideration.

The rationale for the realignment of the Northern Continuing Education Branch was that in reference to the mandate for Continuing Education, the government recognized that:

(a) there is sufficient comparability in north-south continuing education programming to warrant a

substantial realignment of Northern Continuing Education; and,

(b) there is substantial need for ongoing direct input by DNS in certain aspects of human resource development to complement the specific economic and municipal development focus. (NCE, Realignment Proposal: Department of Northern Saskatchewan, Continuing Education Branch, August 16, 1982:6).

The Realignment Proposal for the Northern Continuing Education Branch (August 16, 1982) set out six structural options as follows:

Option #1. Retention of entire Northern Continuing Education Branch in modified DNS.

Option #2. Minor alignment of selected elements of Northern Continuing Education Branch to Department of Continuing Education, with extensive transfers of programs and staff to other receiving agencies, including particularly the modified DNS.

Option #3. Extensive realignment of Northern Continuing Education Branch to Department of Continuing Education, with substantial transfer of program responsibilities and staff positions to other receiving agencies, including particular provision for an expanded DNS Secretariat.

Option #4. The same as Option #3, except without provision for transfer of any structural components (or associated mandate) to an expanded Manpower Secretariat in DNS.

Option #5. Total and decentralized realignment of Northern Continuing Education to Department of Continuing Education, with ongoing capacity to operate as a Northern Regional Office.

Option #6. Total and integrated realignment of Northern Continuing Education Branch to Department of Continuing Education with elimination of capacity to operate as a Northern Regional Office.

The preferred structure was option #3 with the following details:

(a) Municipal Facilities Training (sewer and water) tranferred to DNS Municipal Engineering, and Fire

Prevention Training transferred to DNS Municipal Service in reduced DNS structure.

(b) Remaining Northern Continuing Education functions (with staff) transferred to Continuing Education to become the Northern Continuing Education Branch of the Department of Continuing Education.

(c) Director, Northern Continuing Education Branch reporting to Executive Director, Institutional Division, Continuing Education.

(d) Athabasca Regional Office eliminated; program responsibilities transferred to community colleges.

(e) Manpower planning, and identification and delivery of training programs with respect to major emerging northern development initiatives transferred to DNS Manpower Secretariat.

The executive administration of the Department of Continuing Education felt very strongly that realignment would require the maintenance of a Northern Regional Office in order to maintain services to northern residents, as well as the best possible communication and administration linkages with the 3 regional community colleges. This regional office was to be known as the Northern Continuing Education Branch of the Department of Continuing Education. The Branch was to remain in La Ronge and it was recommended that the Athabasca Regional office be closed June 30, 1983, and that all functions currently administered by the Athabasca Regional Office become the responsibility of the West Side Community College and La Ronge Region Community College in a manner consistent with the expanded demarcation of college regions.

A target date of August 31, 1982, was identified for initial realignment of Northern Continuing Education with

the Department of Continuing Education. However, an alternate target date of October 1, 1982, for realignment was set in case necessary authorization was not forthcoming in time as a result of submitting the August 16, 1982, realignment proposal for the Northern Continuing Education Branch. This would prove to be the case.

The new government's long term objectives with regard to the realignment of the Northern Continuing Education Branch with the Department of Continuing Education were as follows:

> (a) The special needs of the northern region and its residents will be reflected in the priorities and programs of the realigned structure.
> (b) The services in the northern region will be enhanced rather than diminished over time.
> (c) The integration of services in the northern and southern regions will lead to program rationalization and resultant cost saving which will not compromise the objectives in (a) or (b) above (NCE, Realignment Proposal: Department of Northern Saskatchewan, Continuing Education Branch, August 16, 1982:45).

The future of the Northern Continuing Education Branch in northern Saskatchewan after the 1982 election was that the Branch was to have a continuing role in the north and that there would be a possible enhancement of the Branch.

THIRD REDEFINITION? OR INSTITUTIONALIZATION? OR DEMISE?

The Northern Continuing Education Branch became realigned with the Department of Continuing Education in October, 1982. This was not the demise of the Branch. There

was to be a continuing role for the Branch in the north -- in fact, even a possible enhancement. The other transitions in 1975-76 and in 1978-79 were redefinitions of the Northern Continuing Education Branch in the context of the Department of Northern Saskatchewan. The post election events in 1982 leading up to the realignment of the Branch were in the context of the whole Province of Saskatchewan, not just the Department of Northern Saskatchewan. Therefore, in view of the fact that the Department of Northern Saskatchewan was being dismantled, and that the Branch was still to have a role in the provincial scene, one may conclude that the Branch was made permanent or institutionalized. It was not a redefinition resulting in a new purpose because the realignment of the Northern Continuing Education Branch with the Department of Continuing Education was to "carry forward the specific objectives which have guided the Branch in its activities to date" (Realignment Proposal: August 16, 1982:46). The Branch, however, would have to be reorganized to fit in with the realignment. However, this would not take place until after the Department of Continuing Education itself was reorganized.

Approval in principle was given to the concept of a new Department of Advanced Education and Manpower as a result of Treasury Board reviewing a proposal entitled Options for Government Organization (November 18, 1982).

The broad mandate of the proposed department was to be directed towards the preparation of Saskatchewan's manpower supply for effective entry, adaptation, and participation in the labour market. The new department was to integrate the key activities of advanced education, manpower planning and employment programming then delivered through the departments of

- Continuing Education
- Social Services
- Industry and Commerce
- Culture and Youth

At the request of the Department of Continuing Education, W.G. Johnson, Special Advisor to the Executive Council, conducted an organizational review of the established headquarters operation of the Department of Continuing Education. This was not to include the Northern Continuing Education Branch. The objectives of this review were to provide an overview of the existing organization and to identify opportunities for improvement. This resulted in the document, A Framework Towards Establishing the Department of Advanced Education and Manpower (December 3, 1982) which was to serve as a preliminary focal point for ministerial discussion towards the development, organization, and establishment of the new department. Of the three options outlined in the framework, Johnson recommended Option #3 which proposed the total reorganization and integration of all programs and functions

of the Department of Continuing Education.

Johnson became the Acting Deputy Minister of the Department of Continuing Education and, in this capacity, requested Dave Murray of the Office of the Special Advisor to the Executive Council to develop a profile of the current organization of the Department and identify organizational issues and options for improvement. This resulted in a Review of Organizational Issues and Options (February 12, 1983) and in the eventual emergence of the Department of Advanced Education and Manpower in April 1983.

The Northern Continuing Education Branch, although not a part of this reorganization at this time, became the Northern Branch of the Department of Advanced Education and Manpower, with the Director reporting to the Assistant Deputy Minister of the Advanced Education Division. The Director requested a study of the Northern Branch's role and structure because the Northern Branch's organizational structure was not able to be determined until after the reorganization and expansion of the headquarters operation in Regina. The Northern Branch had been operating since realignment as a regional office but without a clarified mandate.

This resulted in a research officer, W. Wedge, from headquarters in Regina being assigned in August, 1983, to conduct an organizational review of the Northern Branch. This review was similar in format to the Headquarter's

review which was done by D. Murray. The purpose was "to provide an overview of the existing Northern Branch operation and in light of the Department's expanded mandate, to identify issues and options for establishing a Northern Advanced education and Manpower Branch" (Department of Advanced education and Manpower, Northern Branch: Organizational Issues and Options, November 21, 1983:6).

The study was conducted between August 22 and November 21, 1983. The study outlined three options for the reorganization and reporting relationships of the Branch which were to be reviewed by the Executive Committee of the Department in December, 1983:

(a) No structural change or changes in reporting relationships,
(b) Enhancement of the existing structures through the delivery of manpower components from headquarters,
(c) Modification of the Branch structure to provide for both Advanced Education and Manpower Units with realignment to the Executive Committee through either an Assistant Deputy Minister or the Deputy Minister.

The preferred option recommended by the Research Officer conducting the study was the third one whereby the Branch was to be reorganized with Administrative, Advanced Education, and Manpower units as outlined in the new organizational chart (see figures 12 and 13). The forestry Coordinator and the Forestry Instructor positions were to be transferred to the new Technical Institute in Prince Albert effective April 1, 1984. This would put the Branch out of direct programming because, after realignment, the

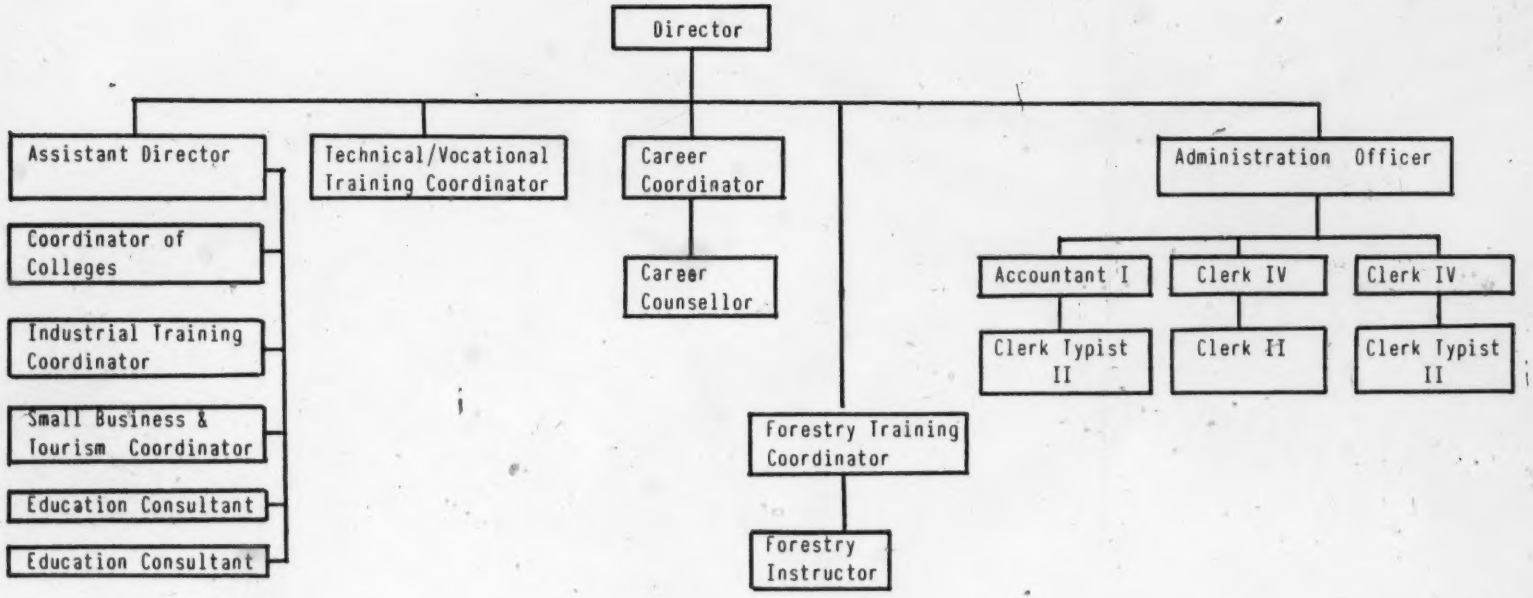
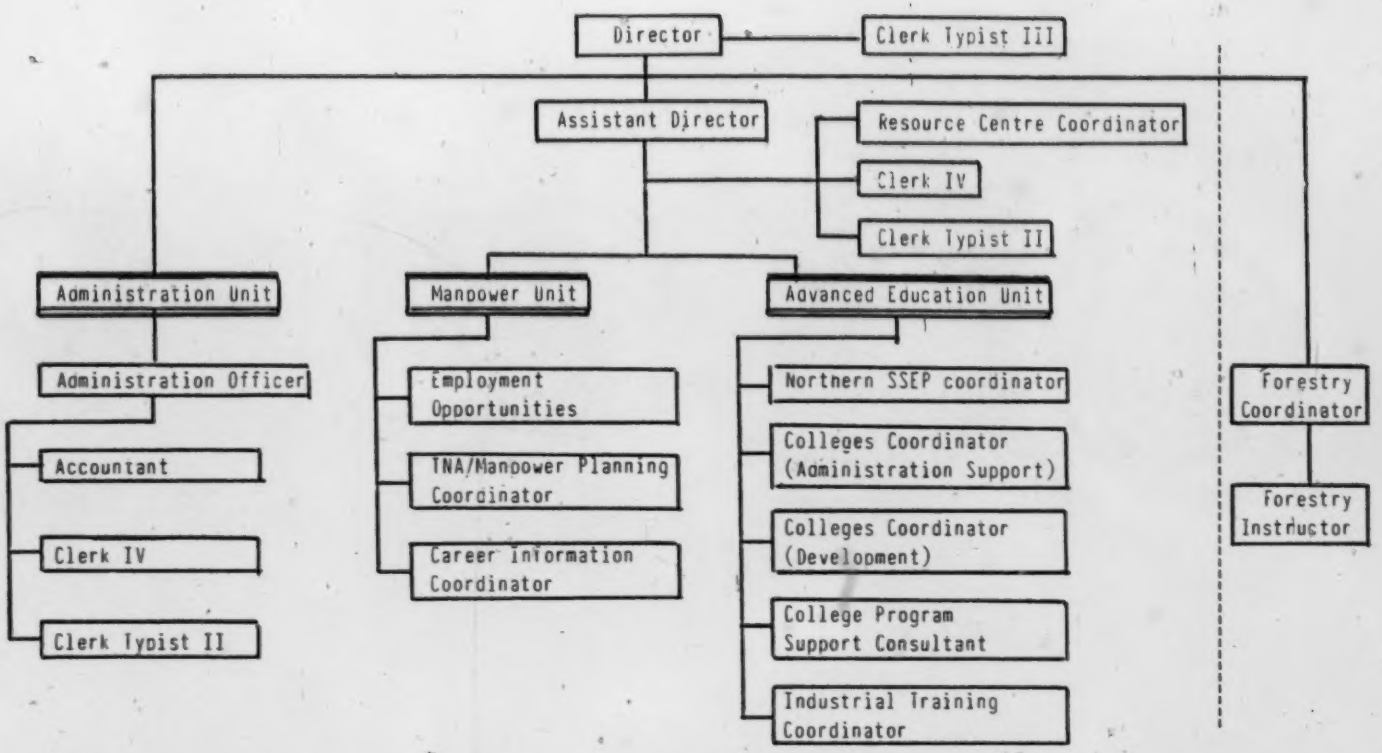


Figure 12. Department of Advanced Education and Manpower, Northern Branch Organization Chart, June, 1983

Source: Department of Advanced Education and Manpower, Northern Branch



Note: The Forestry Positions are to be transferred to the Prince Albert Technical Institute, effective April 1 , 1984

Figure 13. Northern Advanced Education and Manpower Organization Chart, January 1, 1984

Source: Northern Advanced Education and Manpower

Athabasca office had been shut down in July, 1983, and the Athabasca area was then serviced by the community colleges. West Side Community College took over programming in the Uranium City area and the La Ronge Regional Community College was delivering programs in the Wollaston area.

The recommendations were approved by the Executive Committee in December, 1983. Treasury Board Approval later added the final touch so that by April 1, 1984, after the recommendations had been carried out, the Branch became formally institutionalized as the provincial Northern Branch of the Department of Advanced Education and Manpower.

CONCLUSION

In 1980, all the conditions still existed in northern Saskatchewan which the Branch had been asked to address with regard to the target population. High unemployment was prevalent in the remote communities, 75% of the target population did not have minimal entrance requirements for the job market or for technical/professional training, and the traditional pursuits of the fur trade era were predominant economically and socially (DNS, A Manpower Strategy for the 80's, September, 1980).

The factor which determined whether or not the organization for continuing education in northern Saskatchewan, the Northern Continuing Education Branch, was to be redefined, phased out, or institutionalized was

political. The other factors -- economic, social, and cultural, along with the demographic realities -- were secondary.

The Department of Northern Saskatchewan, prior to the 1982 election, seemed to indicate that even with decantation there was a continuing role for the Branch -- evaluation and monitoring -- to make sure northern interests continued to be served.

Even a change in government indicated a continuing role for the Branch and a possible enhancement. The Branch after realignment to the Department of Continuing Education was actually enlarged by having a manpower unit added to its structure after its reorganization. Finally, by April 1, 1984, the organization for continuing education in northern Saskatchewan was institutionalized within the new Department of Advanced Education and Manpower and was no longer involved in direct programming. This seemed to be the goal which was planned for the Branch by senior civil servants eight years previously. As one ex-civil servant said, "It takes more than one change in government to change the civil service; there is a hidden ruling elite in the civil service which has seen several government changes. They still exist and so do their policies."

Chapter 8

ANALYSIS OF THE DATA

In this chapter the conceptual framework of the thesis is re-stated and applied to the various stages of the case study presented in the previous four chapters.

The conceptual framework was derived from the literature on development, environmental influences on an organization, and the organismic model from the biological sciences. The immediate question which arises is: Does the framework, with its chronological model, apply to the development of an organization for continuing education in northern Saskatchewan? In general, it was found that the framework applied very well to the case study described, as the detailed analysis demonstrates.

THE CONCEPTUAL FRAMEWORK

Essentially, the conceptual framework of the thesis consisted of the following generalizations about the development of educational organizations:

1. Educational organizations can be used as agents of change in the development aspect as a result of being influenced by political, economic, social, or cultural factors via the provincial government or other agencies.

2. Educational organizations are mirrors of change in that they are influenced by political, economic, social, or cultural factors through secondary input, or feedback from that segment of the environment which the educational organization intends to influence.

3. The systems concept, that of the Organismic Model, allows researchers to apply knowledge concerning living organisms to educational organizations in that the operations of an educational organization are likened to life cycles of organisms operating within an environment.

The systems model and sub-problems were used to provide a framework for gathering data from interviews and documents. With reference to the statement of the problem in this study -- what factors influenced the development of continuing education in northern Saskatchewan? -- the conceptual framework posited four environmental factors as possibly influencing the development of an organization for continuing education in northern Saskatchewan. These four factors in the organization's environment were political, economic, social, and cultural. The chronological model was then used as a framework to analyze the data in terms of these four environmental influencing factors.

One key concept in the framework was that an educational organization can be both an agent and a mirror of changes that take place in the organization's environment. Another key concept was that generally, the

initiative rests with the provincial government, which can establish organizations, lay out the terms of their existence, restructure them, phase them out or institutionalize them. The role of the provincial government was noted in the review of the literature.

EDUCATIONAL ORGANIZATIONS AS AGENTS OF CHANGE

Educational organizations can be used as agents of change by provincial governments through their impact on political, economic, social, or cultural factors in the organization's environment.

During the first stage of the chronological model, that of the need for the establishment of an organization for continuing education in northern Saskatchewan (prior to 1973), the organization did not function as an agent of change because it had not yet been established.

During the second stage, that of the establishment of an organization for continuing education in northern Saskatchewan from 1973 to 1975, the provincial government not only established the Colleges Branch, but also laid out the terms of its existence.

The Department of Northern Saskatchewan's Adult Education Policy Report (1973: Section 5.4) stated these terms as follows:

(1) Adult Education Programs must be developed in consultation with the communities
(2) Adult Education programs must provide the support skills to newly created economic development projects, and as well, provide northerners with the skills to take over existing jobs
(3) Adult education programs must provide for the possibilities of communities to choose alternatives
(4) Adult education programs must provide for skill training to be done in the home communities of northern residents, not in the south.

The Colleges Branch's response to the requirement that programs be developed in consultation with the communities, was the creation of contact committees to develop appropriate programs and to establish training priorities based on local needs. Prior to this, there had been little consultation on program matters.

The Colleges Branch's response to the requirement that adult education programs focus on job skills relevant to the north was the delivering of more trades and general skills training through mobile training units to enable northerners to benefit from the increase of construction and economic development by the Department of Northern Saskatchewan. These were the only jobs in the communities outside the traditional pursuits of trapping and fishing. In addition, basic job readiness training and on-the-job training programs were established by the Colleges Branch to meet these social and economic considerations. This was a change in that people for the first time were introduced to skills which would help them to obtain employment in construction. Also a job placement service was instituted for the first

time.

The Colleges Branch's response to the requirement that adult education programs provide alternatives for community choice was to offer a range of adult basic education courses, basic job readiness and life skills courses, and general skills training so that people would have the option of mobility and choice as a result of an increasing level of education.

The Colleges Branch's response to the requirement that skill training be provided in the home communities was the utilization of mobile training units in the areas of electrical, plumbing and heating, auto mechanics and small motor repair, welding, and carpentry. The Colleges Branch also developed special fly-in training equipment kits enabling carpentry, electrical, welding, and small motor repair to be offered in fly-in communities. This was a change in that these communities had never previously had any skill training courses.

The Colleges Branch made no response to the requirement that English not be a prerequisite for skill training. The perception of the Branch was that the educational level was too low for skill training. As a result, basic literacy classes in English were offered as a prerequisite for the adult basic education courses. However, teacher aides fluent in the language of the community were employed to provide assistance to the learners.

In stating the mandate of the Colleges Branch and providing the necessary resources, the Government of Saskatchewan clearly influenced political, economic, social, and cultural conditions in the north, as these examples show.

During the third stage of the chronological model, that of the redefinition of an organization for continuing education in northern Saskatchewan, the Government of Saskatchewan, through the DNS deputy minister, decided that the Colleges Branch needed to be re-evaluated in terms of the community college system. This resulted in the Colleges Branch, as an agent of change, initiating community college development and the eventual establishment of the West Side Community College in 1976. This meant that courses were decentralized on the West Side and that there was more local control.

This first re-definition also came about as a result of political influence by the Provincial Treasury Board which requested the evaluation of the Colleges Branch's programs with regard to the obtaining of employment. This resulted in a shift of emphasis to the trades and apprenticeship because of the shortage of qualified tradesmen in the north. This seemed to be a way for the government to reduce the unemployment rate in the north. In particular, the Colleges Branch attempted to provide training more orientated to the mining industry so that northerners could benefit from the

anticipated new jobs. However, little was achieved because of the prerequisite education level required for these jobs or for apprenticeship training. The educational level and the basic job preparedness of the northerners was still very low in this regard. Therefore, it can be concluded that in the first redefinition changes were brought about through recognition of political and economic factors in the environment.

The second redefinition came about directly as a result of the Department of Northern Saskatchewan's new priority of training for jobs based on manpower needs studies. This resulted in the introduction of pre-employment classes previously only available in the southern institutes, and in the establishment of facilities for these institute outreach programs, such as the Buffalo Narrows training centre for industrial programs and the La Ronge Multi-Lab Facility for technology programs. These changes, for the first time, brought skilled pre-employment institute programs and vocational/technical facilities to the north. Another political influence was that of Federal Canada Manpower which preferred to sponsor skill training pre-employment programs. This resulted in the provincial government not only emphasizing institute programs but also mining employment orientated programs such as millwrights, and pre-apprenticeship training.

With regard to community colleges, the East Side Community College was finally established in 1982 as a result of political pressure and proposals by AMNSIS in February, 1980, and by constant pressure from the community associations in the North East region. Northern Continuing Education helped in the development and the training of the Board Members, thereby enabling the North East Community College to became a viable operation. This resulted in programs being decentralized to the North East region for the first time.

The fourth stage of the chronological model, that of institutionalization, was the result of political action by the new Conservative government. This was not, however, a new decision, because the previous government, which established the organization, had decided that the Northern Continuing Education Branch was to have a continuing role. The change in government in 1982 only speeded up this process which resulted in the organization for continuing education assuming a monitoring role and becoming an agent of change for the Department of Advanced Education and Manpower instead of the Department of Northern Saskatchewan.

EDUCATIONAL ORGANIZATIONS AS MIRRORS OF CHANGE

Educational organizations are mirrors of change in that they are influenced by political, economic, social, or cultural factors in their environment, which come as

feedback from agencies representing that segment of the environment which the educational organization intends to influence, or as secondary input from other agencies.

During the first stage of the chronological model, there were needs for the establishment of an organization for continuing education in northern Saskatchewan in that studies and task forces had shown that northerners were not participating in or benefitting from 15 years of developmental efforts in the north by the provincial government since 1945. The basic purpose of economic development for northern people was to improve their economic situation through employment. This, however, had not been happening. The people were still mainly dependent upon the traditional pursuits of trapping, fishing, and hunting. In addition, welfare had become a major source of income for northern people. There was a desire in the communities for training so that northerners could gain employment and thereby participate in the economic development in northern Saskatchewan.

The emphasis on development in the north had been mainly in material resources and not human resources. Studies had shown that northern Saskatchewan had the lowest education level of any region in the northern part of Canada. The average was less than grade 3. Many communities did not even have elementary schools, let alone high schools or adult education training programs. Studies

had shown that the limited training programs up to 1970 were a failure in terms of making it possible for northern indigenous people to benefit from new job opportunities in the north. There was, therefore, a social need for an organization for continuing education in the north to provide the means by which the people of the north could learn self-help measures and obtain training so that they would be able to gain and hold employment, thereby raising their impoverished standard of living.

The indigenous people of the north had not adapted to the ways of the dominant culture of the south. The northern people had their roots in the past, in that the fur trade pursuits were the basis of their unique cultural and social patterns of life. This culturally different society with its unique problems and unique cultural needs had frustrated government developmental efforts in the north. With regard to training, the past practice of sending people south had not worked out. Therefore, there was a cultural need for an organization for continuing education in the north to bridge the gap between the two cultures by bringing the courses to the communities so that people would be able to take an active role in the educational programs.

Finally, after the 1971 election, the provincial government was committed to the social and economic development of the north. This was the election platform upon which the new government had been elected. Adult

education was considered an essential part of the developmental plan for the north; therefore, there was a political need for the establishment of an organization for continuing education in northern Saskatchewan. In 1972 these were the needs which the government had to recognize in the planning for the establishment of a northern organization for continuing education.

During the second stage of the chronological model, the actual establishing of an organization for continuing education, the political necessity of getting something immediately visible out in the communities was dominant. The people in the communities were demanding programs, This resulted in the Colleges Branch, at the start, mounting southern programs in the communities instead of programs developed for northern needs. In response to the economic influence, that of employment, the Colleges Branch mounted skill training only of a general nature to hopefully enable northerners to take advantage of existing jobs in the mining and forestry industries, but mainly to take advantage of the new construction jobs which were the result of massive infrastructure development the government had started in the north.

The target population was not only culturally different, but it constituted the majority. In addition, the target population lived in remote communities isolated from the dominant culture of the south. The cultural makeup of

the target population resulted in the Colleges Branch delivering mainly adult basic education and literacy courses in English to the communities. In addition, the Colleges Branch altered its structure, in that it decentralized into administrative districts because of the difficulty of administering, from La Ronge, the delivery of programs to the remote communities so widely dispersed over such a large geographical area.

Moreover, the target population was not acquainted with the work routine and expectations of the dominant culture which was the source of the new jobs coming into existence. The Colleges Branch's response was to deliver basic job readiness programs, adding life skills components to adult basic education programs, and instituting counselling and job placement services to help bridge this social/cultural gap. Another response by the Colleges Branch was the promotion of contact committees to enable the communities to be more actively involved in determining the program needs for their communities.

In the third stage, the first redefinition of the Colleges Branch was the result of direct political pressure from both the provincial and federal governments. However, there was secondary political pressure from native organizations. After the Colleges Branch had been established and had delivered some programs, native northerners through their organizations were saying that

they were unable to obtain jobs after training. This was part of the reason for the shift in emphasis to employment orientated training by the Colleges Branch. Another example of secondary political pressure via the provincial government on Northern Continuing Education was with regard to trapper training courses. The Northern Trapper's Association put pressure on the MLA's which resulted in the Colleges Branch putting on trapper training programs at La Ronge and Turnor Lake.

Also, in spite of a hold being put on community college development by DNS, the West Side Community College was established in 1976 as a result of political pressure from the Community College Development Committee in December, 1975.

In spite of these actions which reflected economic, social, or cultural feedback from the target population, the situation in the north was largely unchanged -- unemployment was high, the educational level was low, and the population still depended on traditional pursuits for their social, economic, and cultural lifestyle.

With regard to the second redefinition of the organization for continuing education in the north, there was some secondary political pressure around the time of the provincial election in October, 1978, from northerners who were expressing discontent that there was a lack of employment opportunities in the north and that training

programs had not enabled people to get jobs.
After the first redefinition, the objective of Northern Continuing Education became that of providing more job orientated training. This was the reason for the creation of the manpower development division in the Colleges Branch. Some effort was made in this direction in 1975 and 1976. However, people had been getting jobs from 1974 to 1977 during the peak period of infrastructure construction and so training was de-emphasized and adult basic education remained the main programming effort. However, the period of infrastructure construction later started to decline and as a result, unemployment increased. Therefore, political pressure was exerted on DNS which resulted in Northern Continuing Education again being re-evaluated, this time in terms of employment orientated training. The result was a shift in emphasis in 1980 to institute pre-employment training programs and other mining employment related training so that northerners could benefit from new job opportunities in the north.

In spite of this second redefinition, the situation in the north -- that of high unemployment, low education, and a traditional social and cultural lifestyle -- still remained a constant.

Finally, with regard to the fourth stage of the chronological model, the institutionalization of the organization for continuing education in northern

Saskatchewan was not a result of feedback from the people of the north because the former government had members re-elected in both northern ridings. This change took place as a result of election promises made by the Conservative Party.

SUMMARY

In this chapter the conceptual framework, consisting of the chronological model and the four environmental influencing factors, was used to analyze the data presented in Chapters 4, 5, 6, and 7.

The conceptual framework proved to be generally applicable to the case study. The generalization that organizations can be conceived of both as an agent of changes and a mirror of changes that take place in the organization's environment, was confirmed in the case analysis. The framework had suggested that the major influences on an educational organization -- whether political, economic, social, or cultural -- came from the provincial government, or from other agencies but still through the provincial government. The case analysis demonstrated that this indeed was the situation in northern Saskatchewan. Perhaps this was to be expected, in that the organization for continuing education in northern Saskatchewan was an operational branch of the Department of Northern Saskatchewan, which was itself a political entity.

It is understandable that the major influence on an educational organization in this context would be political.

The case analysis supported the conceptual framework's second generalization that educational organizations are also influenced by political, economic, social, or cultural factors such as secondary input, or feedback from that segment of the environment which the organization intends to influence. The case analysis showed that these secondary inputs, such as agendas of the Federal Government and aspirations of the native organizations, seemed to influence the educational organization in the north to some degree. Also, the economic, social, and cultural realities of the north clearly had an impact on the organization with regard to objectives, programs, and development.

The basic premise that the chronological organismic model allows the applying of knowledge concerning living organisms and their life cycles in their environment to educational organizations operating within an environment proved useful in the case analysis. This facilitated pointing out which factors influenced the development of the organization the most and also over which stages of the development. The case analysis also showed which influences changed in priority over time and, more importantly, provided a yardstick against which to draw conclusions regarding the effectiveness of the organization in its programming and in meeting its objectives.

The implications of these influences shown by the case analysis and a summary of the thesis are considered together with the significance of its conclusions for research and practice in educational administration in the final chapter.

Chapter 9

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

In this chapter a summary of the purposes, design, and findings of the thesis is presented. Conclusions suggested by the analysis of data are discussed. Next, an assessment of the conceptual framework is made, and implications for practitioners in educational administration are inferred. Finally, suggestions are made for future research regarding the development of an educational organization.

SUMMARY

In this study attention was focussed on the development of an organization for continuing education in northern Saskatchewan from 1973 to 1983. The specific problem studied was: What factors influenced the development of continuing education in northern Saskatchewan? In order to arrive at an answer to this question, the case study approach was used. A "nominational" approach was used to identify key actors who had been directly involved with continuing education in northern Saskatchewan. The first step consisted of interviewing people who obviously had been formally involved with continuing education, using a semi-structured interviewing technique with an interview guide. This technique allowed the questioning of

respondents by means of general questions pertinent to the time frame or stage under consideration, which was followed by probing in order to obtain specific data. These important actors were asked during the interview to nominate other key actors or sources who could provide information with regard to specific unanswered questions in the interview. In this way, a core of obviously important actors was supplemented by a not so obvious number of key people who were then interviewed to provide data for the problem studied.

A conceptual framework was formulated from the literature on development, on environmental influences on an organization, and on the organismic model from the biological sciences. This literature was in part from the United States, from the United Nations, and from Canada. This conceptual framework was then applied to the case under consideration, in terms of four environmental influencing factors: political, economic, social, and cultural.

It was found that there were some definite needs for the establishment of an organization for continuing education in northern Saskatchewan in the early 1970's. Northern Saskatchewan was an underdeveloped and neglected region where the people were not participating fully in Canadian society politically or economically. It was found that there had been very little adult education or skill training in the north prior to 1973. Therefore, there was a

definite need to establish the Colleges Branch to provide programs for the neglected area of human resource development in the north. It was found that the Colleges Branch was politically established as part of the provincial government's socio-economic development plan and as such had to operate in this political context. The Colleges Branch was influenced by all four environmental factors during its establishment and initial programming. However, during the third chronological stage, that of redefinitions, the main influencing factor was political, with economic overtones. In the fourth stage, it was found that the institutionalization of the educational organization was the result of a change in government in 1982, but generally the economic, social, and cultural influences remained relatively constant during the period of study up to 1984.

The data analysis ascertained that the conceptual framework applied well to the case study. It was found that the educational organization was both an agent of changes and a mirror of changes that had taken place in the organization's environment. In all stages of the study, the main influence on the organization for continuing education in northern Saskatchewan came via the provincial government. Finally, it was found that secondary influences -- such as feedback from the target population, situational relevance, or conditions at a particular time -- did influence this northern educational organization with regard to policies,

objectives, programs, and structure.

CONCLUSIONS

The problem investigated in this study was: What factors influenced the development of continuing education in northern Saskatchewan? The analysis of the data points out that the main influencing factors were political via the provincial government. This supports West's statement (1986:209) that "it appears that politics and post-secondary education are difficult to separate." It would be impossible to separate politics and continuing education in northern Saskatchewan in that the organization responsible for continuing education in northern Saskatchewan was a political creation and as such had to operate in the political context of the Department of Northern Saskatchewan. As a result of this, political considerations (with economic overtones) received emphasis over social and cultural needs. In 1972, the only overall objectives of the newly created Department of Northern Saskatchewan to mention the human population upon which continuing education might have a role were the involvement of northern residents in determining the programs and policies affecting them and the facilitation of employment for northerners in the public and private sectors of the economy. The first resulted in the establishment of community contact committees, and the second resulted in the focus on adult education for

employment. Thus, political and economic factors were the main influences when the educational organization was used as an agent of change for the Department of Northern Saskatchewan.

Analysis of the data suggests that the main influences on the educational organization (in the role of a mirror of changes) were again mainly political and economic. The social and cultural factors mainly influenced the educational organization during the initial establishment phase and the early programming phase. After 1976, economic, social, and cultural factors existed; however, they had little impact on the organization.

Political Factors and Continuing Education

The dominant influence on the development of continuing education in northern Saskatchewan was political. This was as a result of the Colleges Branch having been created politically as an agent of change in the provincial government's overall development plan for northern Saskatchewan. Therefore, the provincial government via the Department of Northern Saskatchewan was the major guiding force or influence which not only gave the continuing education organization its purpose, but also its direction. This was determined politically, even before the Colleges Branch existed, when the Position Paper on Adult Education (Wouters, 1973) stressed that adult education programs were

not to be planned in isolation from the plans of economic development, and that skill training must be related to the possibility of employment. This political direction with economic overtones was the guiding influence which determined theoretically the objectives and directions of the organization for continuing education during all the stages of development from 1973 to 1984.

In addition, it was found that the political factor was the determining influence as to whether or not an organization for continuing education in northern Saskatchewan was to be established, re-evaluated and redefined, phased out or institutionalized. This coupled with the generalization that the major influences on an educational organization come through the provincial government, or from other agencies but still through the provincial government, pointed out the fact that the political influence of the provincial government not only determined the existence of an educational organization, but also the chronological stages in its life cycle.

With regard to the educational organization being a mirror of changes in the environment, secondary political pressure came from native organizations and local community associations, especially around the time of elections or shortly after. This resulted in changes, such as when the Colleges Branch shifted its emphasis to employment orientated training in 1976, when the Colleges Branch put on

trapper training programs, and when the West Side and East Side Community Colleges were established in 1976 and 1982 respectively. Usually this secondary political influence came from a dominant personality (in an organization) which put pressure on an elected MLA, the Department of Northern Saskatchewan, and/or the organization for continuing education in northern Saskatchewan.

One result of these political influences, whether primary or secondary, was that there was a lot of crisis management in the educational organization from 1973 to 1984.

Economic Factors and Continuing Education

It was found that the other major influence on the development of continuing education in northern Saskatchewan was economic. The purpose of continuing education in the north had always been in the context of the government's economic development plan. Prior to the Colleges Branch being established, the Department of Northern Saskatchewan's Adult Education Policy Report(1973) outlined the direction the Colleges Branch was to take: that of providing support skills for the newly created economic development projects, as well as providing northerners the skills to take over existing jobs and/or new jobs. This economic emphasis was confirmed when the Colleges Branch was established in 1973 as part of the economic development sector (instead of the

social development sector) of the Department of Northern Saskatchewan. Two of the initial objectives of the Colleges Branch were to coordinate training with economic development of the north and to develop a job placement service.

After the first redefinition, the purpose of the Northern Continuing Education Branch became more specific in this economic context -- that of providing the adult residents of northern Saskatchewan opportunities to increase their levels of employability through skill training. This economic development emphasis on skill training for employability resulted in a change in the structure of the Branch whereby a manpower development division was created. The Colleges Branch in the period from 1976 to 1979, however, provided only general skill training to increase the employability of the population and was not intended to promote any particular path of development.

The second redefinition determined that training had been a failure in terms of the Branch's New Direction (April 1, 1976) whereby programming was to be evaluated on the basis of its success in making employees out of the previously under or unemployed. The result was a shift in emphasis in 1979-80 from training for "employability" to training for "jobs" based on manpower needs studies. This change resulted in an increase in pre-employment institute and mining related employment courses so that northerners could access major resource development job opportunities.

The above illustrates how the educational organization was an agent of change due to the political policy task of economic development in the north. However, the educational organization functioned as a mirror of change not only when feedback came from the target population around election time, but also from a change in the relevance of the economic situation. An example of this followed the first definition, when the Branch had as an emphasis skills training to improve the employability of the population. However, after 1976, when the economic situation changed, in that people were finding jobs during the period of massive infrastructure construction, money was cut back to the Branch for training programs. In fact, this was the lowest rate of funding (from 1976 to 1979) at any time since the Branch was established. This resulted in less skills training from 1977 until the second redefinition, with the result that in reality the emphasis was still on adult basic education in spite of the Branch's objective stating otherwise. Then, when the unexpected uranium boom in the latter part of the 1970's started, the relevance of the economic situation changed, in that there was a shortage of skilled tradesmen. This resulted after the second redefinition in the Branch shifting to pre-employment institute and other related training appropriate to the non-renewable resource industry of mining, but to the detriment of training in the renewable resources. Later, in

the 1980's, when the mining industry was in a depressed state, emphasis was given to training in the renewable resources in such fields as forestry, trapping, wild rice harvesting, and resource officer training.

Thus, the organization for continuing education was both an agent of changes and a mirror of changes in northern Saskatchewan as a result of economic factors. In addition, the continuing economic situation in the north of high unemployment and a skills mismatch guaranteed, even after a change in government, a continuing role for the organization for continuing education in northern Saskatchewan.

Social Factors and Continuing Education

Social development refers to the development of people, usually through some learning process. It was intended in this study to encompass all people-orientated aspects such as self-help measures, improved quality of life, more local control, consultative and active involvement in programs, and training so that people could gain and hold employment, thereby improving their standard of living.

There was a definite need in the north for an educational organization for continuing education before 1973, in that the education level was the lowest in Canada, unemployment was high, poverty was widespread (according to southern standards), and the people were not involved in the programs which affected them.

The Department of Northern Saskatchewan had determined that the Colleges Branch upon establishment was to have the socially orientated objectives of providing skill training in the home communities, providing for possibilities for communities to choose alternatives, and providing for more local involvement by having programs developed in consultation with the communities.

The Colleges Branch's initial response as a change agent was to develop mobile training units and fly-in training kits, thereby enabling the delivery of programs to all communities, isolated or not. In addition, adult basic education classes, general skill training, and basic life skills were offered so that people would have the option of mobility and choice.

The Colleges Branch was also a change agent when it responded to the social requirement of more local control and involvement by establishing community contact committees during the period 1973 to 1975 for consultative purposes and to assess the training needs of communities. In addition, the Colleges Branch initiated community college development by establishing a community college developer in each of the three administrative districts without a community college. This eventually bore fruit when two more community colleges with their respective local boards were established in 1976 and 1982.

The above were mainly structural changes, which the educational organization brought about as an agent of change due to social factors. However, due to the social situation of the target population, the educational organization was also a mirror of changes. The population in the isolated communities had been mainly involved with the traditional pursuits of the fur trade and, as such, were not familiar with the work routine or expectations of the dominant culture. This situational relevance resulted in the Colleges Branch offering many Basic Job Readiness Training (BJRT) and Basic Training for Skill Development (BTSD) programs. In addition, the southern-derived adult basic education programs were modified by having a basic life skills component added.

Another example of where the educational organization was a mirror of changes was when the federal government stopped funding adult basic education courses in the north. However, the social situation in the north was that there was still a need for adult basic education because of the low education level and the lack of prerequisites for skill training. The Northern Continuing Education Branch responded by setting up "Community Learning Centres" to fill this social gap for adult basic education.

In general, social factors had little influence on the educational organization except in the limited instances above which resulted in some structural or program changes.

Cultural Factors and Continuing Education

The situation in the north prior to the establishment of the Colleges Branch was that the target population lived in remote communities in much the same way as it had done one hundred years before, in that their cultural and social lifestyle revolved around the traditional pursuits of the fur trade. In addition, the majority of the Indian and Metis people spoke Cree or Chipeweyan as their first language. The only reference to this cultural aspect was a passing one in the Adult Education Policy Report (DNS, 1973: Section 5.4) whereby English was no longer to be the prerequisite for skill training. However, this was ignored, in that the newly established Colleges Branch made no mention of any cultural aspects in its objectives. In fact, the Colleges Branch did the opposite and offered basic literacy courses in English which then became the prerequisite for further training. The only consideration in this regard was when the Colleges Branch used teacher aides fluent in the language of the community for these literacy classes. Even the periodic efforts which were made in the resource harvesting areas of trapping and fishing were in the economic context of employment, not in the cultural aspect.

In sum, then, the cultural factors of the target population did not influence the development of an organization for continuing education in northern

Saskatchewan because the programs were mainly transferred southern programs which became modified to some extent; however, they were basically orientated to the dominant culture's values. The educational organization was an agent of change in that it was in practice fostering "integration" and "developing and preserving a sense of national identity" as was noted in the literature review. The educational organization was not a mirror of change in the cultural sense because it did not take into account the culture of the target population. The literature review also pointed out that "education which does not take into account the cultural realities will either stand helpless or do positive harm...." (Hanson and Brembeck, 1966:225). Perhaps this is part of the reason why, after over a decade of programming in the north, the economic, social, and cultural aspects of the native population remained relatively constant. The cultural aspects of the target population were ignored by the educational organization and perhaps vice versa.

Effectiveness of the Educational Organization in its Environment

The situation during the period of study from 1973 to 1984 was one of an organization for continuing education interacting with the target population which existed in the cultural, social, and economic context of the fur trade pursuits.

The educational organization has responded well to its environment in the context of the political directive of economic development. This has been in spite of the fact that the educational organization has never really had a clear mandate and that the educational organization has been subject to a tremendous amount of crisis management. The educational organization as an agent of change responded well in the following ways: the use of mobile training facilities to deliver programs to remote communities, the establishment of community contact committees, the establishment of modified courses containing life skills and job readiness training components, the establishment of some unique and northern orientated courses related to the mining and forestry industries, the offering of different programs as a result of change in emphasis by the political influences, the development of community colleges in the north, and the introduction of community learning centres.

However, in spite of these efforts by the educational organization, the northern situation remained relatively constant -- that of high unemployment, low education level, lack of prerequisite entrance requirements for skill training, and a lifestyle orientated toward the fur trade pursuits as a means of income. The other major source of income -- welfare -- was still important. However, in many ways there was a new source of income in addition to fur, fish and welfare -- that of the training allowance for

adult education.

The failing was in the ignoring of the cultural influences of the target population. These people have resisted outside forces for hundreds of years to maintain their way of life. McArthur (1978:43) summed this up very well when he stated:

> They are a people desperately in search of a way to maintain a lifestyle, an identification with the land, and a culture. They will suffer considerable indignities in their perseverance, including poverty, the disruptions of industry, and the paternalism and insensitivity of remote and controlled bureaucracy.

Therefore, while the educational organization responded well to the environment in the political context of the dominant society, it failed to respond to or interact successfully with the target population in terms of its cultural context. There was always a conflict between community needs as perceived by the population and the needs of the north as a whole as perceived by the government.

Perhaps a fresh approach for development could be used, where the organization for continuing education would be redefined not in terms of the political and economic context of the provincial government, but in terms of the social and cultural context of the target population and their communities in the north. The realistic situation is that the north will always be a dependent and subsidized area. There are not enough jobs in the north for the size of the northern labour force. La Ronge and Creighton are the

only two major communities where a large number of wage earning opportunities exist and these are limited for the inexperienced, unskilled target population. The only other source is the highly mechanized mining sector with its limited opportunities for jobs. This leaves only the renewable resources as a source of income. Therefore, it would make more sense to make the communities more viable because the northern people are not a mobile lot and the communities are where the people want and intend to live. This would mean that the educational organization would be redefined in terms of the economic, social, and cultural needs of the community.

A second aspect is that the educational organization for continuing education should be tied in with the K - 12 system in the north. At the present, the majority (70%) of the students are dropping out before grade 10. This puts a burden on the adult education system when these youth attain adulthood. This would also allow the sharing of facilities and the establishment of technical/vocational facilties where needed in the communities.

A third aspect is that the organization for continuing education should be redefined realistically in terms of the level of education at which the target population is presently. The educational organization must be prepared to have as a priority the elimination of massive illiteracy among the target population (in general, most of the

northern people who have reached the age for employment do not have the necessary requirements for employment training). Then as the number of qualified people increases, more emphasis can be put on skill and technical/vocational training in consultation with the target population. It must be a dual thrust in this regard.

In the past, cultural needs have generally received low priority. Therefore, a fundamental re-emphasis on the importance of native culture and language should be undertaken to provide a sound framework upon which economic and social development can successfully be based. The organization for continuing education would then be able to interact more successfully with the target population in the context of the preservation of northern native culture, and its relationship to the traditional lifestyle and social fabric of the north integrated with the issues of demography and the economy.

AN ASSESSMENT OF THE CONCEPTUAL FRAMEWORK

The analysis of the data demonstrated that the conceptual framework applied well to the case study. Using the conceptual framework as a tool, it was illustrated significantly that the dominant influencing and controlling factor on the educational organization was political. Politics and the educational organization are inseparable, in that provincial governments can establish educational

organizations, lay out the terms of their existence, destroy them, or institutionalize them. The suggestion arose that there was a ruling elite behind this political influence which made all the decisions.

The conceptual framework was useful in determining the different stages of the educational organization's development. The framework, however, could not be expected to distinquish whether the last stage, that of institutionalization of the educational organization, was the final stage; or whether another stage lay beyond, such as another redefinition or even a final demise. Nevertheless, the data point to the fact that the educational organization will have a continuing role for a while at least.

The four influencing factors incorporated into the framework proved to be relevant in the developmental stages of the educational organization. Events and directions taken by the educational organization could be explained in terms of these four influencing factors.

The concern with educational organizations as both agents of changes and as mirrors of changes was justified by the data. Through such analysis, factors which influenced the educational organization's development most, and reasons for the educational organization's lack of success in changing the overall situation in the north -- failure to take into consideration the strength of the target

population's culture -- were highlighted.

In sum, the conceptual framework appeared to enable generalizations and conclusions to be made and has assisted in illuminating the case study. One of the limitations might be that the conceptual framework did not point to other possible factors which could have been considered as possibly influencing the development of the educational organization.

The conceptual framework could be used to study how environmental factors have influenced the development of other educational organizations for comparative purposes.

IMPLICATIONS FOR PRACTITIONERS

In this section, suggestions are made regarding the implications of the research for those who practise educational administration.

Administrators in an educational organization could become more conscious as to why educational organizations develop the way they do and perhaps gain more insight into what factors are influencing the educational organizations the administrator is concerned with.

Administrators of educational organizations must work in a political environment; therefore, an understanding of the politics of education seems to be a requirement for any practitioner.

Another frame of reference administrators could use to evaluate how successfully an educational organization is achieving its objectives would be one developed in terms of the target population's cultural and social values.

SUGGESTIONS FOR FUTURE RESEARCH

The following suggestions are proposed to researchers as possible topics for research in educational administration related to the development of an educational organization.

First, the question that there might be other important factors which influence the development of an educational organization was raised in this thesis. This topic could be explored by doing a comparative study of other educational organizations and what factors influenced their development.

Second, this thesis suggests that the educational organization was not successful in attaining its objectives, as a result of not taking into consideration the strength of the cultural values of the target population. It might be useful to explore how educational organizations have been successful as a result of taking cultural values into consideration, especially as has been the case in some third world countries.

Third, there has been little research done in the area pertaining to what influence culture has on an educational organization. Perhaps this area could be explored in a

comparative studies context.

BIBLIOGRAPHY

BIBLIOGRAPHY

I. Government Documents and Reports

Archer, John, Chairman
1963 Saskatchewan Committee on Continuing Education Report. Regina: Department of Education.

Baker, W.B.
1959 Some Observations on the Application of Community Development to the Settlements of Northern Saskatchewan. Saskatoon: Centre for Community Studies.

Battiste A. and S.H Barber
1969 The Northern Saskatchewan Survey. Regina: Government of Saskatchewan.

Battiste A. and S.H. Barber. Co-Chairmen
1970 Federal-Provincial Task force on Northern Saskatchewan. Regina: Government of Saskatchewan.

Buckley, Helen
1962 Trapping and Fishing in the Economy of Northern Saskatchewan, Report No. 3, Economic and Social Survey of Northern Saskatchewan. Saskatoon: Centre for Community Studies.

Buckley, Helen, J.E.M. Kew and John B. Hawley
1963 The Indians and Metis of Northern Saskatchewan, A Report on Economic and Social Development. Saskatoon: Centre for Community Studies.

Budget Bureau
1961 Report on the Organization of the Provision of Government Services in Northern Saskatchewan. Regina: Budget Bureau. March 1961.

1963 The Organization for Government Services in the North. Regina: Budget Bureau. October 1963.

Canada Department of Manpower and Immigration
1977 Employment Outlook for Northern Saskatchewan to 1986. Regina: Department of Manpower and Immigration. January 1977.

Canadian Council on Rural Development
1976 A Development Strategy for the Mid-North of Canada. Ottawa: Government of Canada.

Colleges Branch (DNS)

Colleges Branch Training Schedules Adult Education. 1973-74 to 1974-75.

Minutes and Papers. 1973-75.

Colleges Branch

1973 Colleges Branch Report to Department Heads. La Ronge: Colleges Branch. DNS. 10 December 1973.

1974 Colleges Branch: Status Report, 1973-74. La Ronge: Colleges Branch. DNS. May 1974.

1974 Development of Community Colleges and the Colleges Branch. La Ronge: Colleges Branch. DNS. November 1974.

1975 Colleges Branch and the Community College Concept. La Ronge: Colleges Branch. DNS. 2 January 1975.

Colleges, Institutes and University Extension Committee

1980 The Role of Saskatchewan's Public Educational Institutions in Development. Saskatoon: Division of Extension, University of saskatchewan.

Crawley, M.

1958 A Study of Welfare Needs and Services in Northern Saskatchewan, 1956-58. Prince Albert: Department of Welfare and Rehabilitation.

Department of Continuing Education

1979 Report of the Department of Continuing Education Task Force on Future Technical/Vocational Training in Saskatchewan. Regina: Department of Continuing Education. 20 April 1979.

Department of Continuing Education & City of Prince Albert

1977 Technical Vocational Needs Study. Regina: Department of Continuing Education.

Department of Natural Resources

1948 The New North: Saskatchewan's Northern Development Program, 1945-1948. Regina: Department of Natural resources.

1952 Saskatchewan's North. Regina: Department of Natural Resources.

Department of Northern saskatchewan
1971 Principles for Northern Development. Unpublished paper, October 1971.

1973 Adult Education Policy Report. La Ronge: Department of Northern Saskatchewan.

1974 Saskatchewan: A Discussion Paper Prepared for the Deputy Minister of DNS. Prepared at a workshop of Field Services Staff in La Plonge, Saskatchewan, 7-8 October 1974.

1980 A Manpower Strategy for the 80's. La Ronge: Central Planning. DNS. September 1980.

1980 Futures Planning Process. La Ronge: Department of Northern Saskatchewan. 4 November 1980.

1982 Futures Paper. La Ronge: Department of Northern Saskatchewan. January 1982.

1982 Future of the North. La Ronge: Department of Northern Saskatchewan. April 1982.

1982 Minister's Briefing Paper: Northern Continuing Education. La Ronge: Northern Continuing Education. DNS. 10 May 1982.

Department of Northern Saskatchewan
Annual Reports:Department of Northern Saskatchewan. 1972-73 to 1981-82. La Ronge: Department of Northern Saskatchewan.

Minutes and Papers. 1972-83

Employment and Immigration Canada
1977 The Canada Manpower Training Program: A Policy Review. Ottawa: Manpower Training Branch, CEIC.

Faris, Ron, Chairman
1972 Report of the Minister's Advisory Committee on Community Colleges. August 1972. Regina: Department of Continuing Education.

Government of Saskatchewan
1982 A Framework for the Realignment of the Department of Northern Saskatchewan. Regina: Government of Saskatchewan. 8 July 1982.

Government of Saskatchewan
1982 DNS Realignment: A Summary of Major Issues. Regina: Government of Saskatchewan. 30 July 1982.

1982 Northern Development: Strategic Options 1981-1991. Regina: Planning Bureau. 18 August 1982.

1982 Options for Government Organization. Regina: Government of Saskatchewan. 18 November 1982.

1982 A Framework Towards Establishing the Department of Advanced Education and Manpower. Regina: Government of Saskatchewan. 3 December 1982.

1983 Review of Organization Issues and Options: The Department of Continuing Education. Regina: Government of Saskatchewan. 12 February 1983.

Hauck, Robert
1978 Six Years Later: An Overview of the Department of the Department of Northern Saskatchewan's Programs and Accomplishments. La Ronge: Central Planning, DNS. 8 June 1978.

Hlady, W.M.
1959 Sandy Bay. Prince Albert: Northern Affairs Branch, Department of Natural Resources.

Kew, J.E.M.
1962 Cumberland House in 1960. Economic and Social Survey of Northern Saskatchewan No. 2. Saskatoon: Centre for Community Studies.

Knill, William D. and Arthur K. Davis
1963 A Preliminary Survey of the Provincial School System, Northern Areas Branch, 1962. Economic and Social Survey of Northern Saskatchewan. Interim Report No. 4. Saskatoon: Centre for Community Studies.

Miller, M.
1958 Some Problems and Premises of Policy for the Development of Northern Saskatchewan. Regina: Research and Planning. Department of Natural Resources.

Miller, M.
1958 The Present, the Potential and the Planned for Northern Saskatchewan. A paper presented at the National Northern Development Conference, Edmonton, September 1958. Regina: Department of Natural Resources.

Myers, Timothy
1978 Five Years After: A Review of the Department of Northern Saskatchewan's First Five Years. La Ronge: Extension Services Branch. DNS.

Northern Continuing Education
1976 New Direction for the Branch. La Ronge: Northern Continuing Education. DNS. 1 April 1976.

1978 Technical-Vocational Needs Study. La Ronge: Northern Continuing Education. DNS. May 1978.

1982 Realignment Proposal: Department of Northern Saskatchewan, Northern Continuing Education Branch. La Ronge: Northern Continuing Education. DNS. 16 August 1982.

1983 Department of Advanced Education and Manpower, Northern Branch: Organizational Issues and Options. La Ronge: Department of Advanced Education and Manpower, Northern Branch. 21 November 1983.

Northern Continuing Education
Northern Continuing Education Branch Training Schedules and Work Programs. 1975-76 to 1981-83.

Minutes and Papers. 1975-1983.

Orlikow, Lionel
1979 Outline for a Strategy on Continuing Education. August 1979. La Ronge: Northern Continuing Education.

1979 Access to Knowledge: Continuing Education in Northern Saskatchewan. October 1979. La Ronge: Northern Continuing Education.

Planning and Research
1978 Northern Development Strategy. La Ronge: Planning and Research. DNS. June 1978.

Policy and Planning Branch
1973 Adult Education Policy Report. La Ronge: Policy and Planning Branch. DNS.

Piercy, C.H.
1944 Survey of Educational Facilities in Northern Saskatchewan. Regina: Saskatchewan Department of Education.

Snetsinger, William
1982 General Survey of Continuing Education Programs in Northern Saskatchewan. La Ronge: Northern Continuing Education. April 1982.

1982 Evaluation of Pre-Technical Programs in Northern Saskatchewan. La Ronge: Northern Continuing Education. April 1982.

Valentine V.F.
1955 The Metis of Northern Saskatchewan. Regina: Department of Natural Resources.

Worsley, P.M.
1961 Economic and Social Survey of Northern Saskatchewan, Interim Report No. 1. Saskatoon: Centre for Community Studies.

Wouters, Gary
1973 Position Paper on Adult Education in Northern Saskatchewan. La Ronge: Department of Northern Saskatchewan.

II. Books and Articles

Adams, Don and Robert M. Bjork
1969 Education in Developing Areas. New York: David McKay Co. Inc.

Archer, John H.
1980 Saskatchewan: A History. Saskatoon: Western Producer Prairie Books.

Arctic Institute of North America
1976 Northern Change: A Conference Report, held in Anchorage, Alaska, November 18-19. Calgary: University of Calgary.

Ary, Donald, Lucy Cheser Jacobs and Asghar Razavieh
1979 Introduction to Research in Education, 2nd ed. New York: Holt, Rinehart and Winston.

Axford, Roger W.
1980 Adult Education: The Open Door to Lifelong Learning. Indian, Penn.: Halldin Publishing Co.

Banks, Olive
1972 "Education and Social Change" in E. Erickson, C. Bryan and L. Walker, Social Change, Conflict and Education: A Foundations Text and Reader. Columbus, Ohio: Charles E. Merrill Publishing Co.

Baster, Nancy
1972 Measuring Development. London, England: Frank Cass and Co. Ltd.

Best, John W.
1981 Research in Education, 4th ed. Englewood Cliffs, New Jersey: Prentice Hall Inc.

Borg, W.
1980 Educational Research: An Introduction. New York: David McKay Co. Inc.

Borg, W. and M. Gall
1971 Educational Research: An Introduction, 2nd ed. New York: David McKay Co. Inc.

Borg, W. and M. Gall
1979 Educational Research: An Introduction. New York: Random House.

Bowers, C.A., Ian Housego and Doris Dyke
1970 Education and Social Policy: Local Control of Education. New York: Random House.

Brembeck, Cole S.
1966 "Education for Self-Renewal" in John W. Hanson and Cole S. Brembeck, eds. Education and the Development of Nations. New York: Holt, Rinehart and Winston.

Broadfoot, Patricia, Colin Brock, and Witold Tulasiewicz
1981 Politics and Educational Change. London, England: Croom Helm.

Buckley, W.
1967 Sociology and Modern Systems Theory. Englewood Cliffs, New Jersey: Prentice-Hall Inc.

Byrne, T.C.
1970 "The Struggle for the Control of Education: A Replay" in C.A. Bowers, Ian Housego, and Doris Dyke, Education and Social Policy: Local Control of Education. New York: Random House.

Carlton, Richard A., Louise A. Colley and Neil J. MacKinnon
1977 Education, Change and Society: A Sociology of Canadian Education. Toronto: Gage Publishing Co.

Correa, Hector
1971 A Systems Approach to Socio-Economic Planning. Pittsburgh, Penn.: University of Pittsburgh.

Critterden, B.
1973 Education and Social Ideals: A study in Philosophy of Education. Toronto: Longman Canada Ltd.

Cummings, Milton C. Jr. and David Wise
1977 Democracy under Pressure: An Introduction to the American Political System, 3rd ed. New York: Harcourt Brace Jovanovich Inc.

Curle, Adam
1970 Educational Strategy for Developing Societies. London, England: Tavistock Publications Ltd.

Darrell, Frank
1972 Education in the North: Selected Papers of the First International Conference on Cross-Cultural Education in the Circumpolar Nations and Related Articles. Fairbanks, Alaska: University of Alaska.

Dexter, L.A.
1970 Elite and Specialized Interviewing. Evanston, Illinois: Northwest University Press.

Dye, Thomas R., Lee S. Green and George S. Parthemos
1980 Governing the American Democracy. New York: St. Martins Press.

Emmerij, Louis
1974 Can the School Build a New Social Order? Amsterdam, Netherlands: Elsevier Scientific Publishing Co.

Fletcher, B.A.
1966 "The Development of the Idea of Planning in Education" in John W. Hanson and Cole S. Brembeck, eds., Education and the Development of Nations. New York: Holt, Rinehart and Winston.

Florida International University
1972 Inter-American Seminar on Literacy in Social and Economic Development. New York: World Education.

Foster P.J.
1966 "A Rebuttal - The Vocational School in Vocational Planning" in John W. Hansen and Cole S. Brembeck, eds., Education and the Development of Nations. New York: Holt, Rinehart and Winston.

Galfo, Armand J.
1975 Interpreting Educational Research, 3rd ed. Dubuque, Iowa: Wm. C. Brown Co. Publishers.

Giles, Frederic T.
1971 "The Place and Purpose of Community Colleges in United States Higher Education" in The Community College in Canada: Present Status/Future Prospects. Report of the proceedings of the First Annual Banff Leadership Conference on College Administration, Banff, Alberta, 17-19 June. Edmonton: University of Alberta.

Good, Carter V.
1966 Essentials of Educational Research. New York: Appleton-Century Crofts.

Good, Carter V.
1972 Essentials of Educational Research, 2nd ed. New York: Appleton-Century Crofts.

Gooderham, G.K.
1968 Symposium on Educational Process and Social Change in a specialized Environmental Mileau presented at Whitehorse, Yukon, 28-30 August. Edmonton: Boreal Institute, The University of Alberta.(Occasional Publication No. 4)

Hall, Richard M.
1972 Organizations: Structure and Process. Englewood, New Jersey: Prentice Hall Inc.

Hansen, John W. and Cole S. Brembeck
1966 Education and the Development of Nations. New York: Holt, Rinehart and Winston.

Harp J. and Stephen Richer
1969 Sociology of education. Review of Educational Research, Vol. 39, No. 5. 671-694.

Ippolito, Dennis S. and Thomas G. Walker
1980 Political Parties, Interest Groups, and Public Policy: Group Influence in American Politics. Englewood Cliffs, New Jersey: Prentice-Hall Inc.

Kroeber, A.L.
1953 Cultural and Natural Areas of Native North America. Berkley, Californa: University of California Press.

Lloyd, Antony John
1967 Community Development in Canada. Ottawa: Saint Paul University.

Malik, Anand
1969 Social Foundations of Canadian Education. Scarborough, Ontario: Prentice Hall of Canada Ltd.

Martin, E.W. Jr.
1969 "The Systems Concept" in David I. Cleland and William R. King, Systems, Organizations, Analysis, Management: A Book of Readings. New York: McGraw Hill Book Co.

Martin, Wilfred B.W. and Allan J. Macdonell
1978 Canadian Education: A Sociological Analysis. Scarborough, Ontario: Prentice Hall of Canada Ltd.

Massialas, Byron G.
1972 "Education and the Political System" in E. Erickson, C. Bryan and L. Walker, Social Change, Conflict, and Education: A Foundations Text and Reader. Columbus, Ohio: Charles E. Merrill Publishing Co.

Murphy, J.T.
1980 Getting the Facts: A Fieldwork Guide for Evaluations and Policy Analysts. Goodyear Public Policy Analysis and Management Series. Santa Monica, California: Goodyear.

Organization for Economic Cooperation and Development
1974 Policies for Higher Education: General Report, Conference on Future Structures of Post-Secondary Education, Paris, 26-29 June. Paris: OECD.

1977 Poverty, Education and Inter-sectoral Planning. Paris: OECD.

Pross, A. Paul
1975 Pressure Group Behavior in Canadian Politics. Toronto: McGraw Hill Ryerson.

Rea, K.J.
1976 The Political Economy of Northern Development. Oshawa, Ontario: Maracle Press Ltd.

Riesman, David and Mark Benney
1956 Asking and Answering. Journal of Business, 29, 225-232.

Rivers, Patrick
1974 Politics by Pressure. London, England: George G. Harrop and Co.

Silverman, D.
1970 The Theory of Organizations. New York: Collier-MacMillan

Thelon, Herbert A. and Jacob W. Getzels
1957 The Social Sciences: Conceptual Framework for Education. School Review, 65, No.8, 351-352.

Tymchak,Michael
1975 Our Heritage: The People of Northern Saskatchewan. La Ronge: Academic Education, Department of Northern Saskatchewan.

UNESCO
1972 Third International Conference on Adult Education, Final Report, Tokyo, 25 July - 7 August. Paris: UNESCO.

1977 Medium Term Plan (1977-1982), 19 c/4. Paris: UNESCO.

Vaizey, John
1966 "Priorities within Education" in John W. Hansen, and Cole S. Brembeck, eds., Education and the Development of Nations. New York: Holt, Rinehart and Winston.

Valentine V.F. and R.G. Young
1954 The Situation of the Metis of Northern Saskatchewan in Relation to the Physical and Social Environment. Canadian Geographer No. 4.

Wiersma, William
1969 Research Methods in Education: An Introduction. New York: J.B. Lippincott Co.

Zeigler, Harmon
1964 Interest Groups in America. Englewood Cliffs, New Jersey: Prentice Hall Inc.

III. Theses and Unpublished Papers

Baker, W.B.
1961 Saskatchewan Approaches Community Development: Pre-requisites for a Social Technology. A paper presented to the Council on Social Work Education, Montreal, 4 February, 1961.

Deblois, Claude
1976 An Emerging Model of Organization Based on the Literature of Liberation. Unpublished doctoral dissertation, University of Alberta.

Johns, Richard Dale
1977 Mount Royal College: A Case Study. Unpublished master's thesis, University of Alberta.

McArthur, Douglas F.
1978 The Development of Northern Saskatchewan: Problems and Issues. A paper presented to the Saskatchewan Science Council meeting, Uranium City, 26 January, 1978.

Midmore, Jack
1980 Cooperatives in Northern Saskatchewan: History. Unpublished manuscript. Regina.

Mishra, Kalpane
1982 Role of UNESCO in Adult Education and Development. Unpublished master's thesis, University of Alberta.

Thompson, Laurie and Tom Burns
1975 The North: Whose Development? Unpublished manuscript, Saskatoon.

West, Peter M.
1982 The Formation of the Department of Advanced Education: A Case Study in Post-Secondary Education, 1966-1973. Unpublished doctoral dissertation, University of Alberta.

Wouters, Gary
1976 The True North. Unpublished Manuscript.

IV Newspapers

MacDonald,R.H. "Operation Close-Up." Western Producer, 25 September, 1 October 1958.

Melville, Idabelle."Search for Truth in Northern Saskatchewan." Western Producer, 6, 13,21,27 July 1967.

"My North and Your North." Regina Leader Post, 18 September 1958.

"The Huge Potential of the North." Regina Leader Post, 19 September 1958.

"Vision First, then Hard Work." Regina Leader Post, 25 September 1958.

Denosa
1980-82

APPENDICES

APPENDIX A

LIST OF RESPONDENTS

LIST OF RESPONDENTS

Ahenakew, Larry	Former J.O.I.N. Coordinator, Northern Continuing Education Branch
Bell, Jack	Former Director, Northern Continuing Education Branch
Bowerman, Ted	Former Field Officer, Department of Natural resources Former Fisheries Supervisor, Department of Natural Resources Former Minister, Department of Northern Saskatchewan
Breese, Ed	Former Director, Colleges Branch
Churchman, Wilf	Former Deputy Minister, Department of Natural Resources Former Deputy Minister, Department of Northern Saskatchewan
Derrick, Mel	Former Deputy Minister, Department of Northern Saskatchewan
Hammersmith, Jerry	Former Community Development Worker Former Minister, Department of Northern Saskatchewan
McArthur, Doug	Former Deputy Minister, Department of Northern Saskatchewan Former Minister, Department of Continuing Education
McKay, Ray	Director, Northern Advanced Education and Manpower
Miller, Jim	Former Director of Operations, Department of Northern Saskatchewan
Orlikow, Lionel	Former Acting Director, Northern Continuing Education Branch
Parsons, Don	Former Supervisor Vocational Education, Colleges Branch
Refvik, Orval	Former Technical/Vocational Training Coordinator, Northern Continuing Education Branch

Shelly, Brian	Former Assistant Director Former Director, Northern Continuing Education Branch
Towill, Art	Former Field Supervisor, Department of Natural Resources Former Director of Operations, Department of Northern Saskatchewan

OTHER SOURCES

Goffin Brian	Department of Northern Saskatchewan
Goulet, Keith	Former Principal, La Ronge Region Community College
Sparling, Lorne	Advanced Education and Manpower
Wedge, Wendy	Former Budget Bureau Analyst Former Assistant Director, Northern Advanced Education and Manpower

APPENDIX B

INTERVIEW GUIDE

INTERVIEW GUIDE

GENERAL INTRODUCTORY QUESTIONS

A. With which of four phases are you the most familiar?

(a) Pre-1973

(b) 1973-1975

(c) 1976-1982

(d) 1982-1983

B. What was the nature of your involvement?

(a) Formal Role?

(b) Informal Role?

(c) Actions Taken?

NEED (Up to 1973)

1. What need(s) existed for the establishment of the Colleges Branch in the department of Northern Saskatchewan?

   (a) Political? Economic? Social? Cultural?

   (b) Who determined these needs?

   (c) How were these needs articulated?

   (d) Where did the impetus come from for the concept of a Colleges Branch in Northern Saskatchewan?

   (e) What leverage was used?

2. What were the key events leading up to the establishment of the Colleges Branch?

   (a) What was the time frame?

   (b) Who were the key actors and agencies?

   (c) What was the role of the government?

   (d) What other organizations influenced the decision that there was a need for a Colleges Branch? (Economic, Social, Cultural)

   (e) What other sources should I consult?

ESTABLISHMENT (1973-1975)

3. What was the process for the establishment of the Colleges Branch ?

   (a) When was the decision made to establish the Colleges Branch?

   (b) Why was the decision made to establish the Colleges Branch?

   (c) Where did the impetus come from for organizing the Colleges Branch?

   (d) Who planned and organized the concept of the Colleges Branch?

   (e) Who were the key actors?

   (f) What was the time frame?

   (g) Why was the Colleges Branch established at La Ronge?

4. How did the Colleges Branch fit within the context of the Department of Northern Saskatchewan?

   (a) What was the mandate of the Colleges Branch in northern Saskatchewan?

   (b) What were the immediate priorities of the Colleges Branch?

   (c) What were the initial stated objectives?

   (d) Of these, which was/were the most important?

   (e) How were these objectives formulated/

   (f) Who formulated these objectives?

   (g) What considerations -- political/economic/social/ cultural -- were taken into account or influenced the establishment of the Colleges Branch?

ESTABLISHMENT (1973-1975) Continued

5. What type of structure was adopted for the Colleges Branch?

   (a) How was the Colleges Branch organized?

6. What type of programs were adopted by the Colleges Branch?

   (a) What programs were emphasized initially?

   (b) What were the course and program offerings from 1973-1975?

   (c) What were the delivery modes?

   (d) What methods were adopted?

7. What clientele was the Colleges Branch designed to serve?

   (a) What was the target population?

   (b) With regard to the program participants, what demographic, educational, economic, social, cultural characeristics influenced the objectives or program offerings of the Colleges Branch?

8. What other sources should I consult with regards to the establishment of the Colleges Branch up to 1975?

REDEFINITION (1975-1982)

9. How has Northern Continuing Education changed since its establishment as the Colleges Branch in 1973?

   (a) What changes in emphasis have taken place with regard to official goals or objectives, methods, programs, structure, etc.?

   (b) Why did these changes take place? rationale?

   (c) What factors (political/social/economic/cultural) influenced these changes to take place?

   (d) Was there more than one period of re-evaluation or change in emphasis from 1975-1982?

   (e) Who were the key actors?

   (f) What was the time frame?

   (g) What other sources should I consult?

10. Why was the Colleges Branch changed to Northern Continuing Education in 1976?

   (a) From where did the impetus for change come?

   (b) Why was it decided to redefine continuing education in northern Saskatchewan?

   (c) Who were the key actors and agencies involved in this re-evaluation?

   (d) What were the key events and the time frames?

   (e) What other sources should I consult?

INSTITUTIONALIZATION and/or DEMISE

11. What was the future plan for Northern Continuing Education in Northern Saskatchewan?

    (a) What plans did the New Democratic Government have for Northern Continuing Education after April 1982? Devolvement? Decantation? Future Role? Rationale?

    (b) What political, social, economic, or cultural factors influenced these decisions by the New Democratic Government?

    (c) Who were the key actors? Time frame? Other sources to consult?

    (d) What plans did the Progressive Conservative Party have for Northern Continuing Education in April 1982?

    (e) What decisions or actions has the Progressive Conservative Government taken since April 1982 with regard to realignment, devolvement, decantation, future role, rationale?

    (f) What political, social, economic or cultural factors influenced these decisions by the Progressive Conservative Government?

    (g) Who were the key actors? Time frame? Other sources to consult?

    (h) What are your perceptions of effectiveness/ satisfaction with regards to Northern Continuing Education (Northern Advanced Education and Manpower)?

APPENDIX C

AN INTRODUCTION TO THE LANGUAGE OF ADULT EDUCATORS

AN INTRODUCTION TO THE LANGUAGE OF ADULT EDUCATORS

Programs

OTA.....Occupational Training Act
Established a federal influence in a field provided to the Province by the British North America Act.
Federal Agency - Canada Manpower

NTP.....Northern Training Program
Provincially funded program to provide education to all northerners, not provided by Canada Manpower

NCP.....Northern Careers Plan
Provincial program for northerners who meet qualifications for education in places other than their own communities.

FPIP....Federal Provincial Indian Program

NRIM....Non Registered Indian & Metis Program

CMTP....Canada Manpower Training Program

SSEP....Saskatchewan Skills Extension Program

Basic Education

ABE.....Adult Basic Education

0-4.....Basic Education Classes...Grades 0-4

5-10....Basic Education Classes...Grades 5-10

BTSD....Basic Training for Skill Development

BJRT....Basic Job Readiness Training

GED.....Tests to determine Grade XI or XII Eqivalency
General Education Development

Tech XI-XII....Academic Training

Skill Education

TOJ.....Training on the Job

TOP.....Training Opportunities Program

ITEP....Indian Teacher Education Plan

PIP.....Prospectors Incentive Plan

ITP.....Industrial Training Program

Other Related Agencies

NMC.....Northern Municipal Council

LCA.....Local Community Authorities

LAC.....Local Advisory Council

FSI.....Federation of Saskatchewan Indians

MSS.....Metis Society of Saskatchewan

CCDC....Community College Development Committee

DIAND...Department of Indian Affairs & Northern Development

DREE....Department of Regional Economic Expansion

DNS.....Department of Northern Saskatchewan

NCE.....Northern Continuing Education Branch
also called NorConEd

DCE.....Department of Continuing Education

DAEM....Department of Advanced Education and Manpower

NAEM....Northern Advanced Education and Manpower

LRRCC...La Ronge Region Community College

WSCC....West Side Community College

NECC....North East Community College

NAD.....Northern Administration District

DNR.....Department of Natural Resources

APPENDIX D

THE ROLE OF THE COMMUNITY COLLEGE DEVELOPMENT COMMITTEE AND COMMUNITY COLLEGE DEVELOPERS

THE ROLE OF THE COMMUNITY COLLEGE DEVELOPMENT COMMITTEE

This committee will work toward the establishment of a system regionally based colleges throughout northern Saskatchewan. Specifically it will:

1. Plan and schedule a work program for the development process.
2. Direct the implementation of an information and education program with individuals, organizations and communities in the northern area.
3. Select "community college developers" to be employed by D.N.S. to carry out the necessary field work during the development stage.
4. Assist in the design and approval of a training program for community college developers.
5. Provide the community college developers with guidance and general direction during the development stage.
6. Ensure that developers have adequate supervision and support to carry out their development function.
7. Make recommendations to the Department of Northern Saskatchewan concerning the design and establishment of a northern college system based upon information and advice received through this development process.

Source: Northern Continuing Education Branch

DUTIES AND RESPONSIBILITIES OF COMMUNITY COLLEGE DEVELOPERS

Duties

1. Within guidelines provided by the C.C.D.C. the developer will carry out activities leading to the establishment of a system of community colleges meeting the needs of people within the Northern Administration District.

   The C.C.D.C. sees this to be a process including:
   - Consultation with local communities
   - Communication of information
   - Planning involving a local input
   - Identification of models possible
   - Facilitation
   - Co-ordination
   - Implementation
   - Initiation
   - Motivation toward adult learning goals

2. Progress reports by C.C.D.'s will be to C.C.D.C. through frequent and regular meetings

Responsibilities

1. To carry out development activities within general guidelines and legislation as interpreted for Northern Saskatchewan by the C.C.D.C.

2. To ensure that each community is fully informed and has an input into the developmental process.

3. To make recommendations in consultation with local communities regarding boundaries, administrative location, etc.

4. To facilitate the development of a community college structure (i.e. - board membership, staffing policy, etc.)

Source: Northern Continuing Education Branch